

ISLE OF WIGHT COUNCIL PLANNING COMMITTEE - TUESDAY, 1 MAY 2012

REPORT OF THE HEAD OF PLANNING AND REGULATORY SERVICES

WARNING

1. THE RECOMMENDATIONS CONTAINED IN THIS REPORT OTHER THAN PART 1 SCHEDULE AND DECISIONS ARE DISCLOSED FOR INFORMATION PURPOSES ONLY.
2. THE RECOMMENDATIONS WILL BE CONSIDERED ON THE DATE INDICATED ABOVE IN THE FIRST INSTANCE. (In some circumstances, consideration of an item may be deferred to a later meeting).
3. THE RECOMMENDATIONS MAY OR MAY NOT BE ACCEPTED BY THE PLANNING COMMITTEE AND MAY BE SUBJECT TO ALTERATION IN THE LIGHT OF FURTHER INFORMATION RECEIVED BY THE OFFICERS AND PRESENTED TO MEMBERS AT MEETINGS.
4. YOU ARE ADVISED TO CHECK WITH THE DIRECTORATE OF ECONOMY AND ENVIRONMENT (TEL: 821000) AS TO WHETHER OR NOT A DECISION HAS BEEN TAKEN ON ANY ITEM BEFORE YOU TAKE ANY ACTION ON ANY OF THE RECOMMENDATIONS CONTAINED IN THIS REPORT.
5. THE COUNCIL CANNOT ACCEPT ANY RESPONSIBILITY FOR THE CONSEQUENCES OF ANY ACTION TAKEN BY ANY PERSON ON ANY OF THE RECOMMENDATIONS.

Background Papers

The various documents, letters and other correspondence referred to in the Report in respect of each planning application or other item of business.

Members are advised that every application on this report has been considered against a background of the implications of the Crime and Disorder Act 1998 and, where necessary, consultations have taken place with the Crime and Disorder Facilitator and Architectural Liaison Officer. Any responses received prior to publication are featured in the report under the heading Representations.

Members are advised that every application on this report has been considered against a background of the implications of the Human Rights Act 1998 and, following advice from the Deputy Director of Resources (Corporate Governance), in recognition of a duty to give reasons for a decision, each report will include a section explaining and giving a justification for the recommendation.

LIST OF PLANNING APPLICATIONS TO COMMITTEE – 1 MAY 2012

01	P/01802/11 TCP/14651/C	Ventnor	Conditional Permission
Page 4	<p>Winter Gardens, Pier Street, Ventnor, Isle of Wight.</p> <p>Alterations including significant structural repairs and maintenance to upgrade and improve existing buildings facilities; two and three storey side extensions to form 37 bedrooms and associated facilities; hard and soft landscaping - (Revised plans including changes to eastern external staircase, undercroft garage; additional information)(readvertised application).</p>		
02	P/00861/11 TCP/08040/U	Ventnor	Conditional Permission
Page 23	<p>The Mill Bay Inn, Esplanade, Ventnor, Isle of Wight.</p> <p>4 storey building to form 3 flats with retail unit on ground floor (Further revised scheme)(Readvertised application).</p>		
03	P/01513/11 TCP/15490/D	Brading	Refusal
Page 35	<p>Sunnyside, Carpenters Road, St. Helens, Ryde, Isle of Wight.</p> <p>Retention of residential accommodation consisting of two linked caravans and a timber extension; alterations to vehicular access (revised scheme).</p>		
04	P/00091/12 TCP/30638/B	Nettlestone and Seaview	Conditional Permission
Page 43	<p>Catholic Church, Seafield Road, Seaview, Isle of Wight.</p> <p>Demolition of church; construction of detached dwelling; detached garage/boat store with pergola; vehicular access and parking (revised scheme).</p>		
05	P/01269/11 TCP/22950/A	Newchurch	Conditional Permission
Page 58	<p>Popes Farm, High Street, Newchurch, Sandown, Isle of Wight.</p> <p>Demolition of redundant buildings, 4 detached houses with parking; alterations to vehicular access (revised plans) (readvertised application).</p>		

06

[P/00146/12 TCP/30888](#)

Shorwell

**Conditional
Permission**

Page 69 Shorwell Youth Club, Fine Lane, Shorwell,
Newport, Isle of Wight.

Alterations and conversion of existing building to
form two dwellings; parking.

01 **Reference Number: P/01802/11 - TCP/14651/C**
Parish/Name: Ventnor - Ward/Name: Ventnor East
Registration Date: 27/02/2012 - Full Planning Permission
Officer: Russell Chick Tel: (01983) 823552
Applicant: Hambrough Hotel

Alterations including significant structural repairs and maintenance to upgrade and improve existing buildings facilities; two and three storey side extensions to form 37 bedrooms and associated facilities; hard and soft landscaping - (Revised plans including changes to eastern external staircase, undercroft garage; additional information)(readvertised application)

Winter Gardens, Pier Street, Ventnor, Isle of Wight

The application is recommended for Conditional Permission

REASON FOR COMMITTEE CONSIDERATION

The application site is owned by the Isle of Wight Council. In line with the requirements of the Council's Constitution, this application must be considered by the Planning Committee.

MAIN CONSIDERATIONS

- Whether the principle of the proposed development is acceptable in this location
- Whether the design and appearance of the development would be acceptable
- Impact on the character of development in the surrounding area and the conservation area
- Impact on the amenities of neighbouring property occupiers
- Ground stability
- Impact on ecology
- Highway implications

1. Details of Application

- 1.1 Full planning consent is sought to extend an existing theatre in order to improve and extend facilities. The proposal would involve the provision of a thirty seven bedroom hotel, two restaurants and the retention of an existing large indoor auditorium.
- 1.2 The proposed hotel would be spread over two extensions to the existing building, one on the eastern side of the site and that would include a total of twenty seven bedrooms and one on the western side that would include ten bedrooms. Each bedroom would include two bed spaces and an en-suite bathroom. The proposed eastern extension would include ground, first and second floor levels and would measure 11.2m in height, 14.5m in depth and 21.7m in width with a curved escape stair on the eastern (side) elevation. Seven under-croft parking spaces would be provided at ground floor level as well as an office, plant room and a store. A rotunda style stairwell would be added between the existing building and the eastern extension, providing access to all floors of the accommodation wing and measuring 4m in width, 6.5m in depth and 10.7m in height.

- 1.3 The proposed western extension would be smaller and rise to two storeys. The western extension would measure 14.5m in width, 11.7m in depth and 6.7m in height. The extension would wrap around the western side of the existing building at first floor level, adding a further floor to existing single storey elements on the side of the building. Accommodation within the extension would be limited to bedrooms and one store room at first floor level.
- 1.4 Two restaurants would be provided at ground and first floor level within the front elevation of the existing building. The ground floor restaurant would include sixty six covers, a bar, kitchen, preparation kitchen and a large cold store. This restaurant would lead onto an outside terrace that would include seating areas. The first floor restaurant would include eighty covers and a kitchen. To provide adequate space, the front elevation of the building would be extended outwards by 3.3m.
- 1.5 The design and access statement confirms that the extensions would be designed in an art deco style, matching the appearance of the current pavilion. Elevations would be rendered and the two extensions painted grey to allow the original section of the building to stand alone. Each extension would include a Sedum roof and new and replacement windows would be constructed in steel and designed to match the original design of the building.
- 1.6 The applicants have listed a number of improvements that would be carried out to the existing facilities:
- The ground floor area will be levelled by raising the auditorium floor by 457mm to remove stepped access between front of house spaces
 - The stage will be raised by 457mm and levelled – to improve the under-stage storage and back of house facilities
 - Better access to the bar from the lobby area and direct access from the auditorium
 - New toilet facilities to provide more toilets than existing
 - Entrance foyer improved and larger breakout space
 - A new reception, box-office and cloakroom
 - Improved sound and thermal insulation throughout
 - The main auditorium and reception will benefit from a hard wired induction loop
 - New performance lighting system in the auditorium
 - All existing gas fired heaters to be removed and replaced with new centralised heating system (to be proposed by M&E consultants)
- 1.7 The site would be accessed via the existing access onto Pier Street. This would lead to the seventeen parking spaces located throughout the site. The main entrance to the building would not change and remain in the south west corner and lead to a wide entrance hall that would allow include a reception/ box office, cloak rooms and customer toilets. The entrance hall would lead to the restaurants, auditorium and hotel accommodation.

2. Location and Site Characteristics

- 2.1 The application site is located at the eastern end of Ventnor Esplanade and occupies an elevated position within the coastal cliff that overlooks the main beach. This area of Ventnor is characterised by Victorian era development aligned in regular strands that follow highways as they incrementally climb the coastal slopes that define Ventnor.
- 2.2 When looking from the beach and Esplanade (located south and west of the site) the overall impression is of long terraces of Victorian era villas, detached houses and residential blocks that aspect towards the English Channel and that are located within

prominent hillside plots. Buildings include details such as sash windows, well ordered fenestration, decorative stucco rendered detailing and low slate roofs. Buildings vary between two and four storeys. The area is relatively densely developed although public parkland, coastal slopes and planting soften the pattern of development.

- 2.3 The application site occupies a wide expanse of the coastal slope that lies between the Esplanade and the less densely developed residential areas of eastern Ventnor. The site is an irregular shape and measures 70m at its widest point when measured from east to west and 53m at its deepest point when measured from north to south. The site is at its widest at the western end, tapering to a width of 12m at the eastern end. The site itself is relatively level although there is a slight drop from north to south. However, the site is clearly excavated from the coastal slope and as a result there is a substantial concrete retaining wall to the rear between the site and Alexandra Gardens to the north. The site was originally occupied by a 19th century parsonage.
- 2.4 The site is occupied by a large pavilion style building that includes an auditorium and cafes at ground and first floor level. The building dates from 1935 and was built in the modern Art Deco style, appearing as a typical seaside pavilion. The building was designed by the Architect A. Douglas Claire who followed the design of a similar although much larger pavilion at Bexhill, known as a De La Warr Pavilion. The building is two storey, constructed of steel and concrete and includes the main entrance and a prominent glass fronted curved tower on the south west corner. There are wide areas of glazing on the front (south) elevation at ground floor level with a sun terrace above. The remainder of the elevations lack feature windows. Elevations are painted white, with blue lined detailing and include Crittal style framed windows. The building includes a shallow pitch gable and is finished with asbestos.
- 2.5 To the front and sides of the building are areas of hardstanding that include twenty three parking spaces and turning areas. The south west corner of the site includes a small seating area. Boundaries are enclosed by stone walls although to the rear is a large concrete retaining wall. A public foot path runs along the cliff edge to the south of the site.

3. Relevant History

- 3.1 TCP/14651/B – Outline for construction of botanical gardens, restaurant and bar and cable railway, renovation of pier, use of winter gardens as a multi-purpose hall and formation of a children's playground – Granted planning consent on 10 August 1953

4. Development Plan Policy

National Planning Policy

National Planning Policy Framework (NPPF)

- 4.1 The NPPF states that sustainable development is a core issue for the planning system and sets out three roles (economic, social and environmental) that should be performed by the planning system. The Framework states that pursuing sustainable development involves seeking positive improvements in the quality of the built, natural and historic environment, as well as in people's quality of life, including (but not limited to):
- making it easier for jobs to be created in cities, towns and villages
 - replacing poor design with better design
 - improving the conditions in which people live, work, travel and take leisure.

Local Planning Policy

Island Plan Core Strategy

- 4.2 The Core Strategy identifies the application site as being within a Smaller Regeneration area and a defined settlement boundary. The application building is not listed but is located within a conservation area. The site is located south of the Ventnor town centre boundary.
- 4.3 The Island Plan Core Strategy was adopted in March 2012. The following policies are relevant to this application:
- SP1 – Spatial Strategy: defines the appropriate locations for new development to take place on the Island. Defines three Key Regeneration Areas (Newport, Ryde and the Bay), two Smaller Regeneration Areas (Freshwater and Ventnor) and eleven Rural Service Centres (Arreton, Bembridge, Brading, Brighstone, Godshell, Niton, Rookley, St Helens, Wootton, Wroxall and Yarmouth).
 - SP3 – Economy: states that economic growth on the Island will be focussed upon employment, retail and high quality tourism and that such development will primarily be located within the Key Regeneration Areas and Smaller Regeneration Areas.
 - SP4 – Tourism: states that the Council will support high quality tourism and proposals that increase the quality of existing tourism destinations on the Island. The policy states that proposals for tourism related development should utilise the unique characteristics of the historic and natural environments without compromising their integrity.
 - SP5 – Environment: states that the Council will support proposals that protect, conserve and or enhance the Island's natural and historic environments.
 - SP7 – Travel: encourages a mix of travel choices and alternative means of transport to the car in order to help reduce impact on air quality, climate change and to prevent negative impacts on the Island's transport network. States that development should not negatively impact on the Island's strategic road network or on the capacity of lower level roads to support the proposed development. If negative impacts are identified, appropriate mitigation will be expected.
 - DM1 – Sustainable Build Criteria for New Development: states that development on the Island should include measures to reduce carbon dioxide emissions from energy use.
 - DM2 – Design Quality for New Development: states that the Council will support proposals for high quality and inclusive design to protect, conserve and enhance the existing environment while allowing change to take place. The policy states that relevant information relating to the sites size, location and context will be required in order for the Council to determine planning applications quickly and properly. States that proposals will be expected to provide an attractive, functional and adaptable built environment, optimise the potential of the site taking into account constraints, be appropriately landscaped, compliment the surrounding area and minimise the consumption of natural resources.
 - DM8 – Economic Development: states that the Council will in principle support

economic growth including the conversion and re-use of existing buildings.

- DM11 – Historic and Built Environment: states that the Council will support proposals that positively conserve and enhance the special character of the Islands historic environment.
- DM12 – Landscape, Seascape, Biodiversity and Geodiversity: states that the Council will support proposals that conserve, enhance and promote the landscape, seascape, biodiversity and geological interest of the Island.

5. Consultee and Third Party Comments

External Consultees

The Theatres Trust

5.1. The Trust made the following comments:

- It supports the application in principle and notes that the appraisal dated November 2011 undertaken by Theatreplan on how the existing theatre could be adapted. It reasons that if the building was properly equipped and fitted out to a high standard then it could host a range of performance types if there was suitable investment into technical infrastructure together with the other uses associated with the hotel business such as banqueting.
- The Trust would expect to see a comprehensive user policy document which sets out how the theatre would be operated, owned and managed, in order to ensure that the local authority's requirement for public access and a programme of public performances can be achieved. The Trust notes that the application is keen to address other planning issues related to the development such as promoting tourism in the area and thereby helping to sustain the local economy.
- The theatre would need to be appropriately managed, marketed, equipped and fitted out under a programme of works which continues to have the input of a specialist theatre consultant, such as Theatreplan. Commented that there is no information on the operation of the theatre, as to the applicant wishing to pursue this after gaining planning permission and stated that details of such should be conditioned.
- The Trust is happy to support the application in principle providing further detailed plans of the back-of-house accommodation, technical fit-out and a theatre use policy document are conditioned.

Southern Water

5.2 Southern Water do not object to the scheme but note that there are no public sewers running through the site. It is requested that if approved, there should be informatives placed on the decision notice, notifying the applicants to contact Southern Water in order to apply for connections to the public sewer system and the public water supply.

NATS

5.3 Confirmed that the proposal would raise no safeguarding concerns with respect to aviation routes.

The AONB Partnership

5.4 Confirmed no comment for the proposal.

- 5.5 The Council's Highway Officer states the following:

Access

The existing access is to be retained to serve this proposed development. Due to the nature of the highway at this point of the network (gradient/alignment) approaching vehicle speeds are low, certainly contained below the 30mph speed limit - from both directions. The visibility splays in both directions comply with the X = 2.4m x Y = 43m requirement.

Accessibility

Ventnor is well served by bus routes No 3 and 6, with busses running every 30 minutes. The majority of visitors to the hotel accommodation - having arrived at the islands northern ferry ports - will be travelling by car. There is scope for users of the developments other facilities though are likely to contain a much higher proportion of island residents and locals, who are more likely to utilise modes of travel other than the car however no justification for a model split has been provided.

The Council's Environmental Health Officer

- 5.6. They have commented that the submitted plans show no details of how the noise and odour from the kitchen extract systems would be controlled to prevent loss of amenity for nearby properties. As a result, at this stage, the Officer advised that the restaurants should not be permitted to sell foods other than low odour, low grease food.

The Council's Ecologist

- 5.7 The Ecologist has concluded that as the cliff would not be affected by the development, there would be no further ecological concerns.

The Council's Building Control Manager

- 5.8 The Building Control Manager has confirmed agreement with the applicant's ground engineer that the proposals would not adversely affect the overall stability of the site and would themselves not be adversely affected by any future ground movement, provided that the loading of the site is not increased, the new eastern end of the site must be capable of being re-levelled and that the drainage system is altered so not to discharge into the ground. Further information from the applicant's engineer has confirmed that ground loadings would not be increased by the development and that the means of construction would be practical.

Parish/Town Council Comments

Ventnor Town Council

- 5.9 The Town Council Confirms strong support for the proposed development and the sympathetic design of the proposed extensions. It Notes the loss of parking at the site but commented that this would instead increase revenue from the nearby public car parks. The applicant has confirmed a genuine commitment to provide community use at the site and that this would be vital to the success of the project.

Third Party Representations

5.10 The Council has received nineteen comments from members of the public that included queries or concerns in respect of the proposals, the comments can be summarised as follows:

- Impact on views of cliffs
- The eastern extension would interrupt views and dominate the area
- The proposed extensions are excessive/ the proposal would be an overdevelopment of the site
- The height of the proposed development should not exceed that of the existing building in order to protect views of Alexander Gardens
- Lack of space for landscaping
- Lack of on-site parking and within the wider area
- Loss of community use/ would the auditorium be available to community groups?
- Questionable whether Ventnor needs a thirty seven bedroom hotel
- Poor outlook from rear hotel rooms
- Safe removal of asbestos
- Need for disabled toilets/ will the site have disabled access
- Stability/ suitable foundations
- Impact on species living within retaining walls

5.11 A further eight letters of support were received, providing the following comments:

- The proposal would be beneficial to businesses
- The proposal would retain the design style of the building/ the design would be sympathetic, high quality
- The extensions would be an appropriate size and scale and sensitive to their setting
- Views of the area would be retained from the seafront and enhanced
- The development would act as a focus for Ventnor and bring employment opportunities
- This would be a lively, vibrant venture
- The building is currently in poor state

6. Evaluation

Whether the proposed development complies with the principle of planning policy

- 6.1 The National Planning Policy Framework sets a strong commitment to securing economic growth in order to create jobs and prosperity and to ensuring that the planning system does everything it can to support sustainable economic growth. Significant weight should be placed on the need to support economic growth through the planning system.
- 6.2 The Island Plan Core Strategy reflects the support for economic development that is referred to within the National Planning Policy Framework. Section 3, Spatial Vision and Objectives sets twelve core objectives that include diversifying and strengthening the local economy and supporting a diverse tourism offer on the Island. More specifically, policy SP3 (Economy) states that economic growth on the Island will be focussed upon employment, retail and high quality tourism and that such development will primarily be located within the Key Regeneration Areas and Smaller Regeneration Areas. In addition, policy SP4 (Tourism) states that the Council will support high quality tourism and proposals that increase the quality of existing tourism destinations on the Island.
- 6.3 Policy SP1 (Spatial Strategy) of the Core Strategy sets three Key Regeneration Areas

(The Medina Valley, Ryde and the Bay), two Smaller Regeneration Areas (Freshwater and Ventnor) and a further eleven Rural Service Centres within which new development will be expected to be directed. The application site is located within the Ventnor settlement boundary and within an area that is well used by tourists. Furthermore, the site functions as an existing public attraction, providing an auditorium that provides a venue for public performances.

- 6.4 The applicant's submitted information states that the proposed development would allow for proper investment into the building and provide a means of restoration and refurbishment while giving it a new lease of life as a hotel, restaurant and cultural centre for Ventnor and the Island. In addition, the applicant has confirmed that the existing auditorium would be refurbished to allow banquets, conferences, weddings, concerts and performances of all types to take place in a way similar to the original intentions when the building was first constructed. The applicant has stated that the auditorium could be used for hire by the local community.
- 6.5 The submitted plans show that the extended building would include hotel accommodation, two high quality restaurant/ bars and that the existing auditorium would be refurbished, with the stage and back house facilities to be expanded and improved. In addition, the entrance to the Winter Gardens would be enlarged to provide a more functional and customer friendly foyer, with additional cloak rooms and customer toilets and level access to the auditorium and bars.
- 6.6 It is Officers opinion that the proposed development would present a significant benefit to the application site, the Island's economy and Ventnor. The building is now empty, unused and that the building is suffering from weathering and structural distortion. There is a need for wholesale redecoration as a result of damaged and deteriorated windows and cracks in elevations. The proposed development would not only reinstate the current auditorium but also add quality to the site by providing high standard hotel accommodation and restaurants. Not only would the proposals re-invigorate the site by providing a high quality destination for the local community and tourists visiting the Island, but by also providing a variety of uses that could support one another and therefore result in a greater likelihood of long term success. This would support the local economy by providing jobs, returns for the tourism economy and visitors who could use the facilities on site and visit alternative destinations on the Island.
- 6.7 Members of the public have commented that there may not be a need for high quality tourism accommodation in Ventnor and that hotel rooms to the rear may have a poor outlook, due to the retaining wall. Officers are of the opinion that Ventnor is a key tourism destination on the Island and that it has historically been a seaside resort and a location for hotel accommodation. Ventnor is situated close to a number of tourism attractions, including designated landscapes, beaches and commercial attractions. Furthermore, the lack of outlook from rear rooms within the eastern block would be reflected in price and combine with the more acceptably appointed rooms to provide a variety of pricing.
- 6.8 As a result, the proposed hotel use would add quality to the tourism offer not only in Ventnor but the Island as a whole and that the draw that it would provide could well result in regeneration and investment for the town as a whole. The re-developed site would provide a source of significant employment within the area. On this basis, it is considered that the proposals put forward, would provide a significant benefit to the economy and that as a result, the development firmly complies with the economic intentions of the National Planning Policy Framework and the Island Plan Core Strategy.

Whether the design and appearance of the development would be acceptable

- 6.9 Policy DM2 (Design Quality for New Development) reflects the general advice contained within the NPPF, stating that the Council will support proposals for high quality and inclusive design to protect, conserve and enhance the Islands existing environment while allowing change to take place. The policy states that development proposals will be expected to provide an attractive built environment, be appropriately landscaped, compliment the character of the surrounding area, particularly in conservation areas.
- 6.10 The proposals would result in extensive extensions either side of the existing pavilion and to the front at first floor level. The existing Winter Gardens building is a version of the modern movement design approach, often referred to as Art Deco. Elevations for such buildings are generally simple with clean lines, fresh white render, design features such as large areas of grid style glazing, feature towers and string course detailing. To an extent, the Winter Gardens building is a more humble interpretation of this approach and its quality is currently denuded by its compact nature, the appearance of later extensions and its current state.
- 6.11 The submitted design and access statement reasons that the position, scale and height of both proposed side extensions have been carefully considered so that their impact is limited and that current recognised views are not compromised. The applicants have proposed contrasting grey paint and to set back extensions in order to allow the original section of the building to remain prominent. Sedum roofs are proposed to allow the building to blend in with vegetation surrounding the site.
- 6.12 In terms of design, Officers are of the opinion that the proposed extensions would reflect the original design intentions for the building. Both side extensions would adhere to the simple but interesting Art Deco approach of the main building with simple rectangular rendered elevations, Crittal style windows arranged in a balanced and regular manner and balconies/ railings giving simple but interesting detailing. Furthermore, the vertical alignment and pattern of fenestration would serve to break up the more horizontal form of elevations, particularly in the case of the eastern extension and to prevent a slab-like form. Officers are therefore of the opinion that the design of the proposed elevations would be simple but effective and add the quality and simple clean form that the current Winter Gardens building lacks.
- 6.13 The submitted plans show that the existing section of the building would be renovated. Windows would be restored to their former design and simple clean railings would be provided to the front of the extended first floor restaurant. The appearance of this element of the building would be greatly improved by these changes, which would reinstate the clean and simple appearance that is typical of the Art Deco movement. Furthermore, the balance of the original section of the building would be greatly improved by the proposed additional rotunda tower on the south east corner, which would reflect the existing south west tower. Overall, Officers consider that the proposed design approach would add consistency to site while enhancing the balance and form of the building.
- 6.14 The proposed extensions would represent a significant increase in built form at the site. While the submitted plans show a wider more substantial site coverage, the reality would be that the set back of the proposed extensions would reduce their prominence and allow the existing section of the building to remain as the focal point for the site. This would prevent the scheme from appearing as an overdevelopment of the site. The submitted plans show that the proposed two storey western extension would be set back from the front elevation of the main building by a distance of 16.2m and that its roof would be 0.4m lower than that of the existing building. Effectively, the western

extension would infill an area of the site that lies between the building, Pier Street and the rear retaining wall and due to its set back and limited size, appear as a subservient addition.

- 6.15 The proposed eastern extension would be much wider and rise to four storeys. However, the extension would be set back from the front elevation of the main building by a distance of 10.5m and the third storey, set back by an additional 6m. Further, the extension would not exceed the height of the original Winter Gardens building. It is considered that the proposed set back for elevations would mitigate the height and width of the proposed eastern extension, preventing it from combining with the mass of the existing building to present an excessively dominant form of development. In addition, the articulation combined with the well arranged fenestration and the presence of the additional rotunda tower would break up the form of the eastern extension and allow it to blend well with the existing building.
- 6.16 Members of the public have commented that the site would not include sufficient space for landscaping. However, the Officer site inspection showed that the site currently lacks landscaping and that instead, the existing vegetation within coastal slopes and areas of open space to the east soften the pattern of development. As a result, it is considered that the lack of space for on-site landscaping would merely reflect the current appearance of the site.

Impact on the character of development in the surrounding area and the conservation area

- 6.17 The application site is located within the Ventnor conservation area and occupies a prominent and elevated position that is visible from the beach, Esplanade and a number of closer vantage points. The site is located within the Coast and Cliffs character area of the Ventnor conservation area. The conservation appraisal for this area states that this area is characterised by a sense of openness with buildings dominated by the landscape. The sea is ever present and exposure to the changing weather conditions is particularly noticeable. The steep cliffs with trees provide green wedges between the developed terraces. The statement continues on to reason that buildings are mostly two or three storeys in height and that greensand stone is the predominant material within the area, combined with brick, painted render, stucco render and iron railings.
- 6.18 As stated above, a number of measures have been adopted by the architect to mitigate the size and scale of the proposed side extensions and to allow them to blend in with the site and its surroundings. Both extensions would be set back a significant distance from the main building and this would allow it to retain its prominence within the townscape while also acting as a screen to the proposed additions. Further, the plans show that the proposed extensions would be finished with grey paint and include Sedum roofs. This would allow them to blend in with the dark backdrop of the high concrete retaining wall and the landscaping above. This is important, as the presence of terraces of buildings within the coastal slope and the backdrop of trees has been identified as key characteristics of the surrounding conservation area.
- 6.19 The submitted site sections show that the proposed development would not protrude above the skyline that is formed by the rear retaining wall and the landscaping that exists above. As a result, the overall development would sit within the current man-made hollow that the existing Winter Gardens are located within. This would prevent the development from intruding into spaces between buildings or from appearing dominant when viewed from distance and in particular, from La Falaise public car park to the west and the western end of the Esplanade and beach to the south. In particular, from the western end of the Esplanade and beach, the main existing building would remain prominent and the extensions would appear as well appointed additions that

would enhance the Art Deco appearance of the building. In addition, the elements of the extensions that would be visible would combine with the existing building to provide clean lines, well appointed fenestration and appropriate form that would, in the opinion of Officers, enhance the appearance of the site. Importantly, the current views of Alexander Terrace, a terrace of attractive Victorian neo-Gothic style villas located to the north would be retained, preserving the current appearance of the conservation area. The proposed development would to an extent reflect the elongated elevations of the terraces within the coastal slope that climbs above the beach and Esplanade and therefore provide a modern reference to a key characteristic of the conservation area.

- 6.20 The site is visible from closer viewpoints directly south and to the east. The site is visible from both Salisbury Gardens, an area of public green that lies slightly above and to the east of the site and from Eastern Gardens, an area of the public Esplanade that is located adjacent to the beach and at a lower level than the application site. From Salisbury Gardens the side (eastern) elevation of the Winter Gardens is most visible and there are views past the building of the townscape above the Esplanade and in particular, Pier View Hotel.
- 6.21 Importantly, the proposed eastern extension would be set back from the front elevation of the existing building and would not protrude above the existing roof. This would prevent the extension from appearing excessively dominant and restrict its impact when viewed from the public green. The side elevation, although blank and at close proximity, would merely reflect the appearance of the current side elevation. However, Officers note that the stepped set back of elevations would introduce articulation. The proposed additional rotunda tower would extend further forward, however this would add visual interest to an otherwise blank side elevation. Of note, is that the existing views from Salisbury gardens towards the Esplanade and Pier View Hotel would not be harmfully interrupted. As such, the side elevation would be viewed within the backdrop of the townscape to the west, preserving the current vistas of the conservation area.
- 6.22 From the eastern area of the Esplanade, the site is visible but loses its prominence as the coastal cliff curves around further east and block views. From below, the site is most prominent when viewed from a position directly south, where the Winter Gardens dominate the eastern end of the coastal slope. From here, the existing building rises steeply above the cliff and is readily visible. Due to the proximity of the building to the cliff, the roofs effectively form the skyline and the properties to the north within Alexander Gardens are not as prominent compared to more distance vistas. Therefore, while the proposed extensions would interrupt the skyline and increase the sites prominence, their significant set back and darker colouring would mitigate their presence.
- 6.23 From further east views of the site become interrupted by the coastal slope. The proximity of the Esplanade to the slope combined with the set back of the Winter Gardens from the cliff edge mean that from further east and from lower levels the site would not be readily visible.
- 6.24 It is Officers opinion that the proposed extensions would have a discernable impact on the character and appearance of the conservation area. However, it is considered that the set back of the extensions and the proposed use of materials would mitigate their presence within the coastal slope. Notwithstanding this, it is considered that the proposed development would compliment both the site and the surrounding area by introducing well designed and styled extensions to the existing Winter Gardens building. The overall scale and appearance of the development would reflect the Art Deco styling of the building while the verticality of fenestration and the scaling of the building when viewed as a whole would provide a contemporary interpretation on the Victorian lines of terraces that align the coastal slope that forms Ventnor. On this basis,

and given the renovation of the existing building, Officers conclude that the proposal would enhance the appearance of the conservation area.

Impact on the amenities of neighbouring property occupiers

- 6.25 The NPPF states that it is a core issue to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings when making planning decisions. In this case, it is important to assess the impact on properties within close proximity to the site and in particular, the houses located to the north and within Alexander Gardens and properties to the northwest within Pier Street and Hambrough Road.
- 6.26 The Officer site inspection showed that due to the significant changes in levels in the area, the Winter Gardens in not readily visible from properties to the north or the north west. The ridgeline of the roof of the existing building is marginally visible between the southern most hedge rows within Alexander Gardens. Given that the proposed extensions would sit below the roofline of the existing building, it is considered that the proposed development would not result in a loss of light, outlook or privacy for any properties within close proximity to the application site.
- 6.27 Officers note that the development includes kitchens and restaurants that could result in odour and noise from extraction systems. The supporting information does not include details of extraction systems to serve kitchens and the Environmental Health Officer has noted this. However, it should be noted that the site currently includes a café and that any extraction systems required to satisfy environmental health legislation would due to the requirement for extract flues, require the benefit of a future planning consent. Impacts relating to noise and smells could be fully assessed at that time and Officers advise that an informative is attached to any planning permission to notify the applicants of this requirement.

Ground stability

- 6.28 The application site is located within an area of known ground instability. The site is located on an area of land that comprises a mix of chalk, greensand and gault clay. The site has been surveyed historically and a number of boreholes have been taken historically, giving an accurate record of the geological makeup of the site. The applicants have provided a full stability report that has been undertaken by a suitably qualified engineer with extensive knowledge of the Ventnor area. Readings taken at the site over the past 28 years have shown that ground movement has occurred at an average of 1.5m per year. The stability report concludes that future ground movements at the site will be limited and small, with movements only occurring as a result of increases in the water table or reductions in beach levels. Furthermore, movements are predicted to be confined to an area of land (the slip zone) to the seaward side of the site.
- 6.29 The stability report has investigated whether the loading (the weight of the proposed extensions) would affect ground stability in the area and whether the extensions themselves would be affected by any movement that may occur. The report concludes that the smaller western extension would be a light weight structure that would not alter loadings at the site. Furthermore, the western extension would be located behind the seaward line of movement and therefore not within an area of land subject to instability.
- 6.30 The eastern extension would lie beyond the seaward line of instability and therefore could be affected by ground movement. The Engineer has concluded that any loading caused by this extension would be destabilising and as a result, has concluded that it would be imperative that the load imposed by the building is balanced by the removal

of ground within the same area to prevent a net increase in weight. To achieve this, the Engineer has proposed removing an area of soil below the eastern extension to a depth of 800mm, of which 500mm would be removed in any case to create the ground floor level for the under-croft parking area. In addition, the Engineer has advised that the eastern extension should be constructed on suitable foundations to take account of any movement that may occur.

- 6.31 The Council's Building Control Manager has assessed the submitted information and has concluded that the stability report is comprehensive and adequately investigates the stability for the area and the proposed mitigation for the proposed development. On this basis, Officers are satisfied that subject to the advised foundation systems and measures being implemented, the proposal would not result in additional land instability or be affected by any that may occur.

Impact on ecology

- 6.32 Several members of the public have referred to the possibility of the development affecting wildlife within the area and have in particular, referred to the coastal slopes and retaining walls surrounding the site. However, the submitted plans confirm that the development would not encroach onto any coastal slope or involve any works to the high retaining wall to the rear of the site. Given the Ecologist's comments, it is considered that the proposals would not harm ecological interests.

Highway implications and whether appropriate mitigating measures can be provided to offset impacts of traffic generation

- 6.33 In terms of highway implications, there are two considerations relevant to this case that must be evaluated: parking provision within the site and highway safety matters.

Parking provision

- 6.34 The application site currently serves as a public auditorium, providing a venue for shows and public meetings. The plans show that the site currently includes space for twenty three vehicles to park on site. The remainder of any further existing parking demand is therefore provided within public parking areas outside of the application site. The proposed development would include two restaurants, to include a total of 146 covers, the existing auditorium to include 256 covers and thirty seven hotel bedrooms. On site parking would be reduced to a total of seventeen parking spaces.

- 6.35 Ventnor includes the following public car parks:

- Central car park, High Street (85 spaces)
- Dudley Road (50 spaces)
- Eastern Esplanade (74 spaces)
- La Falaise
- Market Street (34 spaces)
- Pound Lane (28 spaces)
- The Grove (66 spaces)

Highway safety

- 6.36 The submitted plans show that site would be served by the existing access, which adjoins Pier Street within the southwest corner of the site. Due to the nature of the highway at this point of the network (gradient/alignment) approaching vehicle speeds are low and below the 30mph speed limit when approaching the access from both directions. The Highway Officer has concluded that visibility splays about the access would comply with the X = 2.4m x Y = 43m requirement in either direction. As a result,

it is considered that the proposal would not compromise highway safety.

7. Conclusion and Justification for Recommendation

- 7.1 Having given due weight and consideration to all comments received in relation to this application and for the reasons given above the proposal is considered to be in accordance with the requirements of the policies listed within this justification and as a result, is recommended that Members resolve to grant permission subject to the advised conditions listed below.

8. Recommendation

- 8.1 Conditional permission.

9. Reason for Approval

- 9.1 In reaching the decision to grant planning permission account has been taken of national planning policy guidance (NPPF) and the policies contained within the Island Plan Core Strategy.

The principle reasons for granting planning permission are:

- 9.2 The application site is located within a Smaller Regeneration Area and a defined settlement and would result in the re-use and regeneration of an existing leisure related site. The proposals would add significant quality to the tourism offer not only in Ventnor but the Island as a whole. Further, the proposals would provide a significant benefit to the economy. The proposal therefore meets the general objectives of the NPPF and policies SP1 (Spatial Strategy) and DM8 (Economic Development) of the Island Plan Core Strategy.
- 9.3 It is considered that the proposed extensions and alterations to the building would compliment the original Art Deco design of the Winter Gardens and blend in well with the character and appearance of the conservation area, preserving existing vistas and the pattern and form of development.
- 9.4 There would be no unacceptable adverse impact upon neighbouring property occupiers owing to the siting of the building and its relationship to the character of the area. As a result, the proposed development would accord with the principles of policies DM2 (Design Quality for New Development), DM11 (Historic and Built Environment) and DM12 (Landscape, Seascape, Biodiversity and Geodiversity) of the Island Plan Core Strategy and the NPPF.
- 9.5 Having regard to the above and having taken into account all relevant material considerations, it is concluded that the proposal is in full conformity with the provisions of the development plan.

Conditions/Reasons:

- 1 The development hereby permitted shall be begun before the expiration of 3 years from date of this permission.

Reason: To comply with Section 91 of the Town and Country Planning Act 1990.

- 2 The development hereby permitted shall not be carried out except in complete accordance with the details shown on the submitted plans, numbered below:

1214 130 Rev A

1214 131 Rev A
1214 132 Rev A
1214 133 Rev A
1214 134 Rev A

1214 136
1214 160 Rev A
1214 161 Rev A
1214 162 Rev A

Reason: For the avoidance of doubt and to ensure the satisfactory implementation of the development in accordance with the aims of policies SP5 (Environment), DM2 (Design Quality for New Development) and DM12 (Landscape, Seascape, Biodiversity and Geodiversity) of the Island Plan Core Strategy.

- 3 No development shall take place until a scheme of drainage, incorporating sustainable drainage principles and an assessment of the hydrological and hydrogeological context of the development have been submitted to and approved by the Local Planning Authority. Thereafter the approved scheme shall be implemented fully in accordance with the approved details before the premises are brought into use.

Reason: To ensure that surface water run off is satisfactorily accommodated, to prevent future ground instability and to comply with the advice contained within the National Planning Policy Framework.

- 4 No development shall commence until detailed plans at a scale of 1:20 of glazing bars, mullions, window and door surrounds for replacement/ new doors and windows have been submitted to and agreed in writing with the Local Planning Authority. All windows and doors shall be constructed of timber. Development shall be carried out in accordance with the approved details.

Reason: In order to maintain and enhance the character and appearance of the building and surrounding area, to comply with the advice contained within the National Planning Policy Framework and to comply with the requirements of policies DM2 (Design Quality for New Development) and DM11 (Historic and Built Environment) of the Island Plan Core Strategy.

- 5 No development shall take place until samples of materials/details of the materials and finishes, including mortar colour, bargeboards, cladding and rainwater goods to be used in the construction of the external surfaces of the development hereby permitted have been submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details.

Reason: In order to maintain and enhance the character and appearance of the building and surrounding area, to comply with the advice contained within the National Planning Policy Framework and to comply with the requirements of policies DM2 (Design Quality for New Development) and DM11 (Historic and Built Environment) of the Island Plan Core Strategy.

- 6 Before any development commences on site details of the construction and materials to be used to form the hard surface areas within the development site including any pathways, vehicle access and turning areas shall be submitted in writing and approved by the local planning authority. Development shall be carried out in accordance with the approved details.

Reason: In order to maintain and enhance the character and appearance of the building and surrounding area, to comply with the advice contained within the National Planning Policy Framework and to comply with the requirements of policies DM2 (Design Quality for New Development) and DM11 (Historic and Built Environment) of the Island Plan Core Strategy.

- 7 No development shall take place until construction details of the proposed elevations, including the roof, junctions between glass and brickwork/ walls and seams between the sheets of glass, have been submitted to and agreed in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details.

Reason: In order to maintain and enhance the character and appearance of the building and surrounding area, to comply with the advice contained within the National Planning Policy Framework and to comply with the requirements of policies DM2 (Design Quality for New Development) and DM11 (Historic and Built Environment) of the Island Plan Core Strategy.

- 8 No development shall take place until details have been submitted to and approved in writing by the Local Planning Authority of the design, materials and type of boundary treatment to be erected. Development shall be carried out in accordance with the approved details and retained thereafter.

Reason: In order to maintain and enhance the character and appearance of the building and surrounding area, to comply with the advice contained within the National Planning Policy Framework and to comply with the requirements of policies DM2 (Design Quality for New Development) and DM11 (Historic and Built Environment) of the Island Plan Core Strategy.

- 9 No external lighting of the site shall be undertaken other than lighting in accordance with a scheme to be submitted to and approved by the Local Planning Authority prior to the conclusion of the development hereby approved. Details of the method and timing of illumination shall include means of reducing light pollution, spill lighting and to minimise energy use. Development shall be carried out in accordance with the approved scheme and retained and maintained thereafter.

Reason: In order to maintain and enhance the character and appearance of the building and surrounding area, to comply with the advice contained within the National Planning Policy Framework and to comply with the requirements of policies DM2 (Design Quality for New Development) and DM11 (Historic and Built Environment) of the Island Plan Core Strategy.

- 10 No development shall take place until detailed plans of the back-of-house accommodation, technical fit-out and a theatre use policy document relating to the continued use of the auditorium have been submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details.

Reason: To secure the long-term functioning of the auditorium and to comply with the requirements of policy DM8 of the Island Plan Core Strategy.

- 11 No development shall take place until there has been submitted to and approved in writing by the Local Planning Authority a scheme of landscaping. Soft landscape works shall include planting plans; written specifications (including cultivation and

other operations associated with plant and grass establishment); schedules of plants, noting species, plant sizes and proposed numbers/densities; an implementation programme. Any trees or plants which within a period of 5 years from the completion of the development die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of similar size and species, unless the Local Planning Authority gives written consent to any variation.

Reason: In order to maintain and enhance the character and appearance of the building and surrounding area, to comply with the advice contained within the National Planning Policy Framework and to comply with the requirements of policies DM2 (Design Quality for New Development) and DM11 (Historic and Built Environment) of the Island Plan Core Strategy.

- 12 The use hereby permitted shall not be occupied until space has been laid out within the site in accordance with the approved plan for 17 cars to be parked and to turn on site. The spaces shall not thereafter be used for any purpose other than that approved in accordance with this condition.

Reason: In the interests of highway safety and to comply with the requirements of policy DM17 (Sustainable Transport) of the Island Plan Core Strategy.

- 13 Visibility splays of 2.4m x 43m about the site access shall be maintained free from obstruction at all times.

Reason: In the interests of highway safety and to comply with the requirements of policy DM17 (Sustainable Transport) of the Island Plan Core Strategy.

- 14 Prior to any works commencing on site, a traffic management plan shall be submitted to and approved by the Local Planning Authority. The traffic management plan shall indicate the proposed routing of all construction traffic accessing the development hereby approved, and the measures proposed to be implemented to reduce the overall impact of construction traffic movements associated with the development. The plan shall be strictly complied with, unless prior written consent has been granted by The Local Planning Authority.

Reason: In the interests of the amenities of the area, to prevent congestion, in the interests of highway safety and to comply with the requirements of policy DM17 (Sustainable Transport) of the Island Plan Core Strategy.

- 15 Prior to the commencement of work the Local Planning Authority shall be notified of the intended hours for deliveries and dispatches, to the development and once agreed shall be restricted to those hours thereafter. The use shall not commence until these hours have been agreed in writing with the Local Planning Authority. Thereafter, no deliveries to and dispatches from the property shall take place outside of the agreed times.

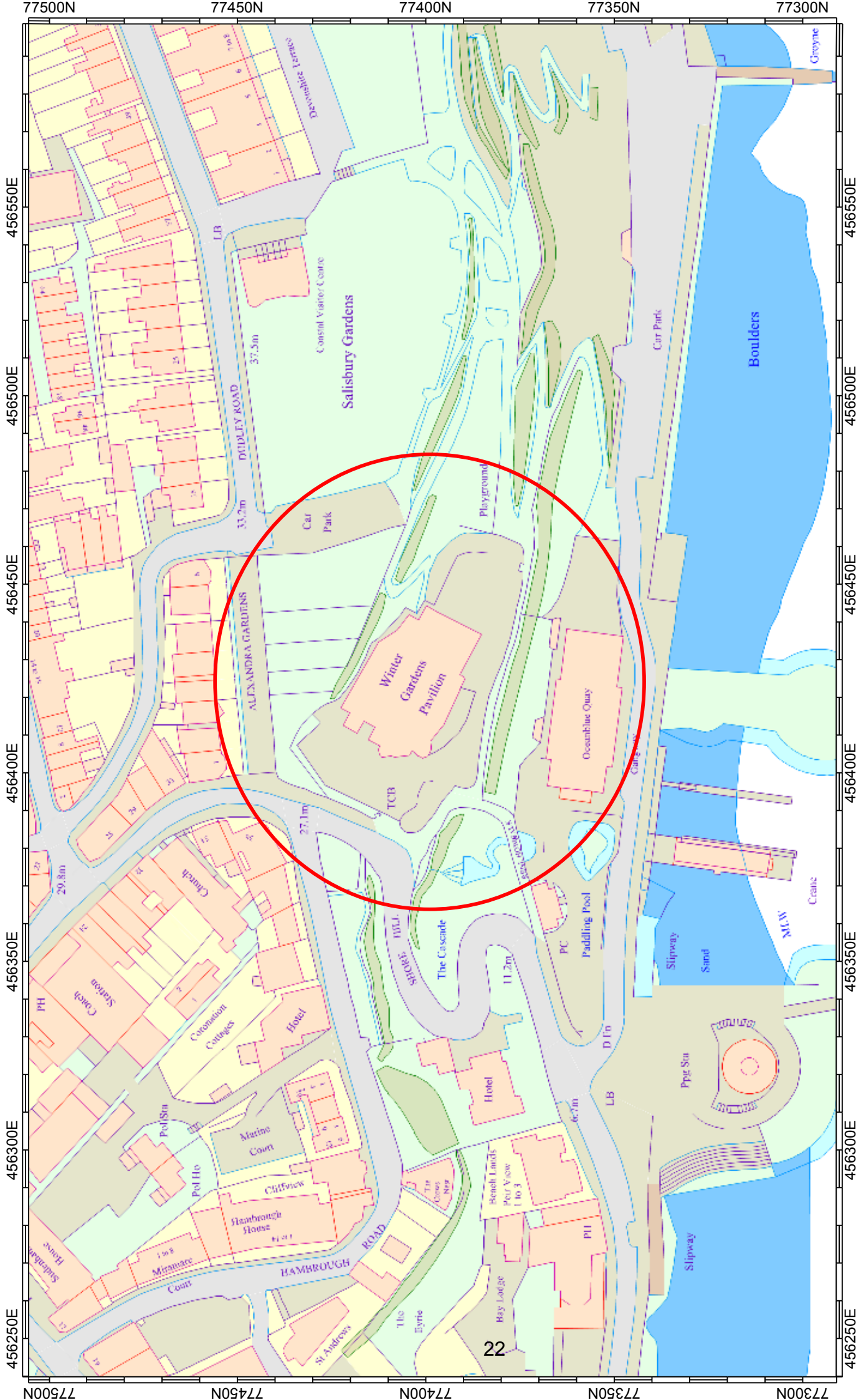
Reason: In the interests of amenities of the area in general and to comply with the advice contained within the National Planning Policy Framework.

- 16 Prior to the use hereby authorised commencing, the Local Planning Authority shall be notified of the intended business hours of the premises. The use shall not commence until these hours have been approved, or amended as necessary, by the Local Planning Authority. The premise shall only be open to the public during the agreed hours.

Reason: In the interest of the amenities of the area in general and to comply with the advice contained within the National Planning Policy Framework.

- 17 The premises shall not be used for any purpose other than those falling within Classes C1 (Hotels), A2 (Assembly and Leisure) and A3 (Restaurants and Cafes) of the Town and Country Planning (Use Classes) Order 1987.

Reason: To prevent any alternative use being made of the premises which could be a source of nuisance or disturbance to occupants of neighbouring properties and to comply with the advice contained within the National Planning Policy Framework and the requirements of policy DM2 (Design Quality for New Development) of the Island Plan Core Strategy.



Scale 1:1250



P/01802/11 - TCP/14651/C
Winter Gardens, Pier Street, Ventnor, PO38 1SZ

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Ordnance Survey 100019229

02 **Reference Number: P/00861/11 - TCP/08040/U**
Parish/Name: Ventnor - Ward/Name: Ventnor West
Registration Date: 20/06/2011 - Full Planning Permission
Officer: Steve Wiltshire Tel: (01983) 823552
Applicant: Neil Gibbs & Chris Mortumer

4 storey building to form 3 flats with retail unit on ground floor (Further revised scheme)(Readvertised application)
The Mill Bay Inn, Esplanade, Ventnor, Isle of Wight

The application is recommended for Conditional Permission

REASON FOR COMMITTEE CONSIDERATION

This application is referred to the Planning Committee for consideration on the grounds that Members previously considered a planning application which was refused on design grounds. Therefore it is considered appropriate to refer this proposal back to Members for consideration in terms of the revised design for this building.

MAIN CONSIDERATIONS

The main issues in the consideration of this planning application are;

- The principle of a mixed use development in this location.
- Design and visual impact of the proposed development within the Conservation Area.
- Impact on the amenity for occupiers of the neighbouring properties.
- Vehicular access arrangements and parking provision.
- Whether ground stability would allow construction of the proposed development.

1. Details of Application

- 1.1. This report considers an application for full planning permission for the construction of a mixed use commercial and residential development comprising a detached building providing a retail unit to the ground floor with 3 residential flats over.
- 1.2. Revised plans have been submitted for the design of the external appearance of the proposed building. This report relates to the planning application as revised.
- 1.3. The submitted plans show that the application site is situated at the junction of The Esplanade and Esplanade Road. The proposed building would be 4 storeys in height and would provide a retail unit to the ground floor, with a 2 bedroom flat to each of the three floors above. The building is shown to be of a contemporary design with Art Deco influences. The front elevation shows a large glazed opening to the flats opening out onto 1.5 metre depth projecting balconies supported by painted steel columns. At each of the corners of the upper floors the plans show corner windows wrapping around the building, with the side elevations incorporating sloping feature windows and panels. The building would have a shallow pitched hipped roof constructed of zinc with standing seams, inset behind a parapet which incorporates a stepped cornice feature. The proposed external materials to the upper floors are shown to consist of smooth and textured render banding in an "off" white and contrasting pink colour above a ground floor of textured render with string recesses. The windows and doors would be constructed of grey aluminium.

- 1.4. Parking for the development would be provided on an existing parking area accessed from Esplanade Road to the north of the built development, which would serve both this proposed development as well as the approved town houses and flat above the extension to the Mill Bay Inn. This parking area would provide 8 car parking spaces with access through to serve an existing dwelling Bay Cottage, which is in the ownership of the applicant.

2. Location and Site Characteristics

- 2.1. The application site comprises a broadly rectangular shaped area of land extending to 0.15 Ha at the junction of The Esplanade and Esplanade Road in Ventnor. The site forms part of the Mill Bay Inn and was formerly part of the beer garden area to this pub, which is currently being extended and developed under planning permission P/00700/10. There is an existing hard paved parking area in the northern part of the site, which is accessed via Esplanade Road.
- 2.2. The site is situated within an area of mixed land uses along Ventnor Esplanade, with a variety of public houses, restaurants, cafes and shops, interspersed with residential dwellings, along the northern frontage of the Esplanade utilising the views over the coast. The area has a strong Victorian maritime character, with some more modern developments mixing with the Victorian buildings. The land along the Esplanade itself is relatively level, with the land rising steeply to the north towards Hamborough Road and Belgrave Road. To the west of the site, on the western side of Esplanade Road is the Metropole, a six-storey building containing flats. To the east, Pier View, a three-storey building containing 3 residential flats. To the north western boundary, Esplanade House is a 4 storey building divided into flats which fronts onto Esplanade Road. To the north east are those properties at much higher level off Hamborough Road looking over the site from the north side of the cliff.

3. Relevant History

- 3.1 The following applications are relevant to the consideration of the current application.

P/00706/10	Conservation Area Consent for demolition of conservatory in connection with alterations and extension to include formation of flat over new extension; terrace of three 3 storey town houses; construction of 4 storey block of three flats with retail unit at ground floor level; associated parking (revised scheme)(readvertised application)	Approved – 25.3.2011
P/00700/10	Demolition of conservatory in connection with alterations and extension to include formation of flat over new extension; terrace of three 3 storey town houses; construction of 4 storey block of three flats with retail unit at ground floor level; associated parking (revised scheme)(readvertised application)	Split Decision – 25.3.2011 Pub extension and terrace of 3 dwellings approved. Retail units and flats refused on design grounds.
P/00892/07	Conservation Area Consent for demolition of public house; construction of 1/5 storey building to form public house, retail unit and 14 flats with parking and alterations to vehicular access (revised scheme).	Refused – 28.9.2007 • No suitable replacement development to fill gap which would be left.
P/00825/07	Demolition of public house; construction of 1/5	Refused – 28.9.2007

	storey building to form public house, retail unit and 14 flats with parking and alterations to vehicular access (revised scheme).	<ul style="list-style-type: none"> • Height, scale and massing would be over-dominant.
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4. **Development Plan Policy**

National Planning Policy Framework (NPPF)

4.1 The NPPF sets out three roles (economic, social and environmental) that should be performed by the planning system. The Framework states that pursuing sustainable development involves seeking positive improvements in the quality of the built, natural and historic environment, as well as in people's quality of life, including (but not limited to):

- making it easier for jobs to be created in cities, towns and villages
- moving from a net loss of bio-diversity to achieving net gains for nature
- replacing poor design with better design
- improving the conditions in which people live, work, travel and take leisure and
- widening the choice of high quality homes

Local Planning Policy

Island Plan Core Strategy

4.2 The Island Plan Core Strategy identifies the application site as being within the settlement boundary for Ventnor, within a Conservation Area. The Island Plan Core Strategy was adopted in March 2012. The following policies are relevant to this application.

- SP1 - Spatial Strategy – Supports development on appropriate land within or immediately adjacent the defined settlement boundaries of the Key Regeneration Areas, Smaller Regeneration Areas and Rural Service Centres. Ventnor is identified as a Smaller Regeneration Area, and the application site is within the defined settlement boundary of Ventnor.
- SP2 - Housing – Sets out a distribution for the delivery of new housing on the Island, including the provision of 80 new dwellings within Ventnor over the period 2011 – 2027.
- SP3 - Economy – Focuses economic growth in the Island's economy upon employment, retail and high quality tourism, which will expected to be primarily located in the Key and Smaller Regeneration Areas.
- SP5 - Environment – Offers support for proposals that protect, conserve and / or enhance the Island's natural and historic environments, and to protect the integrity of internal, national and local designations.
- SP7 - Travel - Offers support for proposals that increase travel opportunities and provide alternative means of travel to the car. Development proposals should not negatively impact on the Island's strategic road network, or the capacity of lower level roads to support the proposed development.
- DM2 - Design Quality for New Development – Gives support to proposals for high quality and inclusive design to protect, conserve and enhance the existing

environment whilst allowing change to take place. The policy states that relevant information relating to the site size, location and context is required and that proposals will be expected to provide an attractive, functional and adaptable built environment, optimise the potential of the site taking into account constraints, be appropriately landscaped and compliment the surrounding area.

- DM8 - Economic Development – In principle gives support to growth in economic development.
- DM11 - Historic and Built Environment – Supports proposals that positively conserve and enhance the special character of the Island's historic and built environment.
- DM12 - Landscape, Seascape, Biodiversity and Geodiversity – Supports proposals that conserve, enhance, and promote the landscape, seascape, biodiversity and geological interest of the Island.

5. Consultee and Third Party Comments

Internal Consultees

- 5.1. The application has been revised with the submission of revised drawings and additional information relating to materials. A subsequent re-consultation on the revised plans was carried out with Ventnor Town Council, original consultees and other third parties who responded to the original consultation. The following comments therefore relate to the development as revised.
- 5.2. Highways Engineer – Confirms no objection to the proposed development. The highway conditions imposed on the approved neighbouring development have been discharged.
- 5.3. Environmental Health Officer – Raises no objection to the scheme. Comments on the relationship of the flats to the chimneys in the approved town houses adjacent to the application site if burning solid fuel.

External Consultees

- 5.4. NATS – No safeguarding objection.
- 5.5. English Heritage – The application should be determined in accordance with national and local policy guidance and on the basis of your specialist conservation advice.

Town Council Comments

- 5.6. Ventnor Town Council – Strongly opposes this application. The proposed design elements add nothing positive to the overall visual impact of the building and its discordance of styles (deco, modern marine and “shard” glazing) will be even more detrimental to the street scene than the previous design. In addition, it is extremely disappointing to see wildly inaccurate and misleading artist's impressions being submitted.

Third Party Representations

- 5.7. For completeness the letters of representation received from third parties is reported below in terms of each of the three periods of consultation. The application was initially advertised on 1 July 2011 at which point 10 letters from third parties were received which raised objections to the proposal on grounds that are summarised below;

- The building is too high.
- The design of the building is not art deco and is not in keeping with the Esplanade or the Conservation Area.
- The proposal is a cramped form of development.
- The artist's impression is deceptive.
- Loss of light to Esplanade House and the Metropole.
- Access to the site is dangerous.

In addition, 14 letters were received which support the proposal as summarised below;

- The development will help regenerate the seafront.
- The Esplanade street scene will be enhanced.
- Will add to the prosperity of Ventnor.
- The height of the building is in keeping with neighbouring buildings.

5.8. The application was advertised for a second period of public consultation ending on 2 December 2011. At this time 5 letters objecting to the development were received on grounds as summarised below;

- The proposal would block light into No. 3 Pier View.
- The proposed building too high and is out of keeping with the seafront.
- Overdevelopment of the site within a Conservation Area.
- Further flats or retail are not needed in this area.
- Access at the junction of Esplanade Road and The Esplanade is dangerous.

One of the letters also comments on the development which has commenced on the adjoining site and the Party Wall Act, which is not a material planning consideration in the determination of this planning application.

In addition, 4 letters have been received which support the proposal as summarised below;

- The development will help regenerate the seafront.
- The Esplanade street scene will be enhanced.
- Will add to the prosperity of Ventnor.

5.9. In the most recent period of consultation ending on 4 April 2012, 3 letters were received from third parties which raise objections to the proposal on following grounds;

- Adverse impact on Esplanade House and the Metropole in terms of height and massing.
- The artist's impressions are unrealistic as the building would be higher.
- The proposed building is too high and is out of keeping with the seafront.
- Further flats or retail are not needed in this area.
- More holiday accommodation is needed.

1 letter has been received which supports the proposal as summarised below;

- The development will help regenerate the seafront.
- The Esplanade street scene will be enhanced.
- Will add to the prosperity of Ventnor.

6. Evaluation

The Principle of Residential Development in this Location

- 6.1. The Island Plan Core Strategy identifies the application site as being within the Development Envelope for Ventnor, a Smaller Regeneration Area, where policy SP1 (Spatial Strategy) directs new built development. Policy SP2 provides for 80 new dwellings to be built in Ventnor in the plan period to 2027.
- 6.2. Ventnor Esplanade is an area of mixed land uses comprising public houses, restaurants, cafes and shops, interspersed with residential dwellings. The uses which are proposed by the development incorporate a new retail unit (Use Class A1) on the ground floor of the building with residential flats above. It is considered that the proposed uses would provide an active frontage to the Esplanade, the balance of which accords with that of the Esplanade as a whole. Policy SP3 of the Core Strategy focuses economic growth on the Island upon employment, retail and high quality tourism.
- 6.3. It is noted that Members raised no objection to the mix of land uses proposed under planning application P/00700/10, which accords with the uses proposed within this application. Therefore the proposed mix of residential flats above a retail unit along this seafront location is considered to accord with the aims of policies SP1, SP2 and SP3 of the Core Strategy.

Design and Visual Impact of the Proposed Development within Ventnor Conservation Area.

- 6.4. Members will recall from their discussions at the Planning Committee held on 22 March 2011 that design was the sole reason for the refusal of the previous application (P/00700/10) for the retail / flat building previously approved on this site. At this time Members refused the application for the following reason;

“The design of the proposed building to provide a retail unit with three flats above by virtue of its bland and featureless elevational treatment, lack of detailing and proposed materials would constitute an incongruous and visually intrusive feature within the street scene which fails to protect or enhance the appearance and character of Ventnor Conservation Area. In consequence the proposal is contrary to Policies G4 (General locational criteria) and D1 (Standards of design) of the Isle of Wight Unitary Development Plan and Government advice contained within PPS 5; Planning and the Historic Environment.”

- 6.5. Therefore the key consideration in the determination of this planning application is whether the revised design of the application overcomes the previous reason for refusal.
- 6.6. The Local Planning Authority has prepared “Interim Design and Development Advice for Ventnor Esplanade” which although not formally adopted by the Council has been accepted by the Planning Committee and used as guidance locally. Of particular relevance to the consideration of this application is the “streetscape” section (paragraph 4.8) which states that; *“the focal point on the Esplanade is the Metropole building which was a large hotel and is being replaced with a similarly large block with shops etc on the ground floor and apartments above. To the east and west of this the buildings step down in height so that this building clearly marks the main road junction and visual pivot around which the streetscape balances.”* The section on “form” at para 4.10 continues that; *“the maintenance of this urban form and hierarchy is essential in retaining the character and appearance of the Esplanade when viewed*

from many locations.”

- 6.7. In terms of the overall street scene the height of the proposed retail / flat building at 4 storeys respect this hierarchy with the proposal providing a step between the Metropole building and the proposed town houses to the east. Accordingly the scale of the proposal at 4 storeys is considered to be in accordance with the aims of this design guidance, and Officers consider that a building of this scale is acceptable in this location. This was previously agreed by Members at the March 2011 meeting of the planning committee.
- 6.8. It is emphasised in the interim Design Guidance that it is fundamental that an appropriate elevational design solution for this building be achieved to complement the unique character of this part of Ventnor on this prominent corner location within Ventnor Conservation Area.
- 6.9. The design of the proposed building is contemporary in style with Art Deco references. The front elevation shows a large glazed opening to the flats opening out onto 1.5 metre depth cantilevered balconies. At each of the corners of the upper floors the plans show corner windows wrapping around the building, with the side elevations incorporating sloping feature windows and panels. The building would have a shallow pitched hipped roof constructed of zinc with standing seams, inset behind a parapet which incorporates a stepped cornice feature. A material samples panel board and supporting statement for the proposed building will be made available for inspection by Members prior to the meeting. This panel provides samples of the proposed white and pink through render, grey and pink obscure glazed panels, zinc roofing material and grey aluminium window frames.
- 6.10. Officers consider that the detailing of the proposed building now provides a more visually interesting and acceptable design solution for this site. The elevational details are broken up with corner and sloping glazed features and the render panels subdivided by contrasting details to break up the massing of the building. The ground floor retail unit, with glazed panels, shop front detailing and stepped canopy over the door into the flats and adjacent pillars is considered to provide interest and legibility to the ground floor.
- 6.11. The building is of a modern design and Officers note a previous Appeal Inspector's comments in his assessment of a contemporary design for a new building on a nearby site (Beachlands). The Inspector commented that the dominant impression of the Conservation Area is the variety of roof shapes including the horizontal emphasis of the Art Deco themed Kingsview flats on the skyline above the appeal site. In that context, the Inspector concluded that a contemporary design solution would be an addition to the variety within the area, would not be inappropriate to a coastal setting, and would add to the existing eclecticism of built forms seen from the sea. Officers consider the design solution for this site would also fall within the context considered to be acceptable by the appeal inspector.
- 6.12. The proposed external materials, which are shown to consist of smooth and textured render banding above a ground floor of textured render with string recesses, in an “off” white colour within contrasting pink banding, aluminium doors and windows and shallow hipped zinc seamed roof above a stepped cornice feature. The use of render and shallow hipped roofs are a feature of the Conservation Area and are considered to be visually acceptable within the street scene.
- 6.13. Officers note that the building is located within the Coast and Cliffs part of Ventnor Conservation Area which is characterised by tiered development on slopes down to the sea. Whilst the proposal does not replicate the more traditional Victorian buildings in this area, it would be an individual design which responds to local characteristics of

vertical rhythm of windows and use of render. In this context Officers consider that an Art Deco design is appropriate for this site and conclude that the proposal would not detract from the character and appearance of the Conservation Area and therefore would reflect the requirements of the Planning (Listed Buildings and Conservation Areas) Act 1990 and the guidance contained within the NPPF.

- 6.14. Officers conclude that the revised design of the building would be visually acceptable within the Ventnor Esplanade street scene, overcomes the reason for refusal on planning application P/00700/10, and would preserve and enhance the character and appearance of Ventnor Conservation Area. Therefore the proposal is considered to be in accordance with policies SP5, DM2 and DM12 of the Core Strategy as well as Government advice contained within the NPPF.

Impact on the amenities of neighbouring occupiers.

- 6.15 The Metropole is a mixed use building with commercial uses to the ground floor with residential flats above situated on the opposite (western) side of Esplanade Road to the application site. The Metropole building is situated approximately 6.5 metres from the side of the proposed 4 storey flat / retail building, and separated from the application site by a public highway. The main aspect of this building is to the south, with some ancillary windows shown in the eastern side elevation which face towards the application site. The windows shown in the side elevation of the proposed flat building would serve a stairwell, with the sloping glazed panel in this elevation being a design feature. As such it is considered that there would be no mutual overlooking between these properties and it is considered that the proposal would have an acceptable relationship with this neighbouring property.
- 6.16 Esplanade House is a detached four storey building situated to the north west of the application site which is subdivided into residential flats. This property is sited at a higher level than the application site, with aspect in both a south-easterly direction over the application site, and also a south-westerly direction. The separation distance between Esplanade House and the block of flats would be approximately 14 metres, and around 20 metres to the proposed town houses. It is noted that the Metropole building, at six storeys, is situated approximately 11 metres from this neighbouring building, therefore the proposal would be in context with this situation, and there was previously a hotel building on this site. Levels of light are unlikely to be affected since this is the southern aspect of Esplanade House where daylight levels would be significantly higher than elsewhere and are not likely to be affected to a degree which would justify refusal. Views will be lost from Esplanade House, however rights to a view over third party land are not a material planning consideration.
- 6.17 It is noted that a letter of representation has been received from the owner of No 3 Pier View, a top floor flat situated to the eastern side of the Mill Bay. This letter objects to the proposal on grounds of blocking light, however as the proposed building is on the opposite side of both the Mill Bay Inn and approved town houses to the proposal. Officers do not consider that this proposal would have any impact on the property in question.
- 6.18 The Council's Environmental Health Officer has raised no objection to the development on the basis that the ground floor unit is for retail use only. The Environmental Health Officer expressed concern that the use of the fireplaces in the approved town houses may result in a smoke nuisance to the occupier of the upper flat if solid fuel were burned. However, the applicant has confirmed that these chimneys would serve gas fired appliances, thus alleviating the concerns of the Environmental Health Officer.

Vehicular Access and Parking Arrangements.

- 6.19 Parking for the development would be provided on an existing parking area accessed from Esplanade Road to the north of the built development, which would serve both this proposed development as well as the approved town houses and flat above the extension to the Mill Bay Inn. This parking area would provide 8 car parking spaces with access through to serve an existing dwelling Bay Cottage, which is in the ownership of the applicant.
- 6.20 The parking and access arrangements to serve the comprehensive development of the site were accepted by the Council's Highways Engineer in the approval of planning permission P/00700/10. This was subject to conditions requiring the agreement of the parking layout and the visibility splays at the entrance to the parking area. Officers can confirm that the detailed requirements of these highway conditions have subsequently been agreed by Officers and the requirements of these conditions discharged.
- 6.21. The Highways Engineer has confirmed no objection to the scheme, subject to the imposition of the relevant highway conditions imposed on planning permission P/00700/10. Since details have been submitted by the applicant to allow these conditions to be discharged, it is considered appropriate to condition that parking is provided in accordance with the approved drawings.

Ground stability

- 6.22. The site is within an area where ground stability problems are known to exist. Details for the stability of this site were fully assessed by the Council's Building Control Manager in association with the site investigation report submitted as part of planning application P/00700/10. This development was approved subject to the imposition of a condition (No.4) requiring the submission of the proposed piling design, including all necessary calculations, and a detailed method statement for the phasing of the works.
- 6.23 Following approval of that development, a detailed report, foundation design and method statement have been submitted to the Council in order to comply with the requirements of that condition. These details also included details of the retaining walls to the rear of the buildings and details of the piles. In consultation with the Building Control Manager the submitted information was considered to be acceptable, and the requirements of the condition discharged accordingly. Therefore it is considered that the proposal is in accordance with the aims of paragraph 109 of the NPPF, with the details of the foundation design capable of being controlled through a Building Regulations application. It is therefore not considered necessary to re-impose a similar land stability condition on this application as these issues have already been satisfactorily addressed from a planning perspective.

Other Issues

- 6.24 Issues relating to the drainage of the site have been considered in detail as part of compliance with conditions attached to planning permission P/00700/10, and Southern Water has agreed to the detailed means of foul and surface water disposal from the development site.
- 6.25 Members should note that there are no built structures on this site; therefore an application for Conservation Area Consent is not required to support this development. Conservation Area Consent for the demolition of the conservatory and pergola structures at the Mill Bay Inn was approved under consent P/00706/10.

7. Conclusion and Justification for Recommendation

- 7.1. The application site is within the settlement boundary for Ventnor, thus the principle of a mixed use development in this seafront location is considered to be in accordance with the aims of policies SP1 and SP3 of the Core Strategy and Government advice in the NPPF. The design, siting and layout of the proposed development is considered to overcome the previous reason for refusal and would be visually acceptable within Ventnor Conservation Area and would have an acceptable relationship with the neighbouring properties.
- 7.2 The proposed development is also considered to be acceptable in terms of the proposed vehicle parking and access arrangements, ground stability arrangements and drainage provision.
- 7.3 Therefore for the reasons set out in this report this application has been recommended for the conditional approval of planning permission.

8. Recommendation

- 8.1 Recommend conditional approval of planning permission.

Reasons for Approval

In reaching the decision to grant planning permission account has been taken of the National Planning Policy Framework and the Island Plan Core Strategy. In particular, the proposal has been assessed as complying with the following relevant policies or guidance:

NPPF

SP1; Spatial Strategy.

SP2; Housing

SP3; Economy.

SP5; Environment.

SP7; Travel.

DM2; Design Quality for New Development.

DM8; Economic Development.

DM11; Historic and Built Environment.

DM12; Landscape, Seascape, Biodiversity and Geodiversity.

The principal reasons for granting planning permission are:

The Council is satisfied that the proposal would preserve and enhance the character and appearance of the Conservation Area by virtue of the layout, scale, height and design of the proposed building. The indicated materials would reflect those used elsewhere in the immediate location and would therefore allow the proposal to blend into the surrounding built environment. There would be no undue adverse impact upon neighbouring property occupiers. The vehicular access and parking arrangements for the development are considered to be acceptable in terms of highway safety.

Having regard to the above and having taken into account all relevant material considerations, it is concluded that the proposal is in full conformity with the provisions of the development plan.

Conditions/Reasons:

- 1 The development hereby permitted shall be begun before the expiration of 3 years from date of this permission.

Reason: To comply with Section 91 of the Town and Country Planning Act 1990.

- 2 The development hereby permitted shall not be carried out except in complete accordance with the details shown on the submitted plans, numbered; 501-01-Rev H, 501-F02-Rev D, 501-G11-Rev A, 501-G12, 501-G14 and 501-05-Rev G.

Reason: For the avoidance of doubt and in order to ensure the satisfactory implementation of the development in accordance with the aims of Policy DM2 (Design Quality for New Development) of the Island Plan Core Strategy and Government advice contained within the National Planning Policy Framework.

- 3 No development shall take place until samples of materials to be used in the construction of the external surfaces of the development hereby permitted have been submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details. These details shall include; colour and texture of render panels, colour of the aluminium window and frames, colour and finish of the curtain wall glazing, and the balcony screens and supports.

Reason: In the interests of the amenities of the area and to comply with Policy DM2 (Design Quality for New Development) of the Island Plan Core Strategy and Government advice contained within the National Planning Policy Framework.

- 4 No dwelling hereby permitted shall be occupied until space has been laid out within the site in accordance with the details that are shown on drawing number 501-05-Rev G such that 8 cars, 3 motorcycles and 2 bicycles to be parked and for vehicles to turn so that they may enter and leave the site in forward gear. Once provided the space shall not thereafter be used for any purpose other than that approved in accordance with this condition.

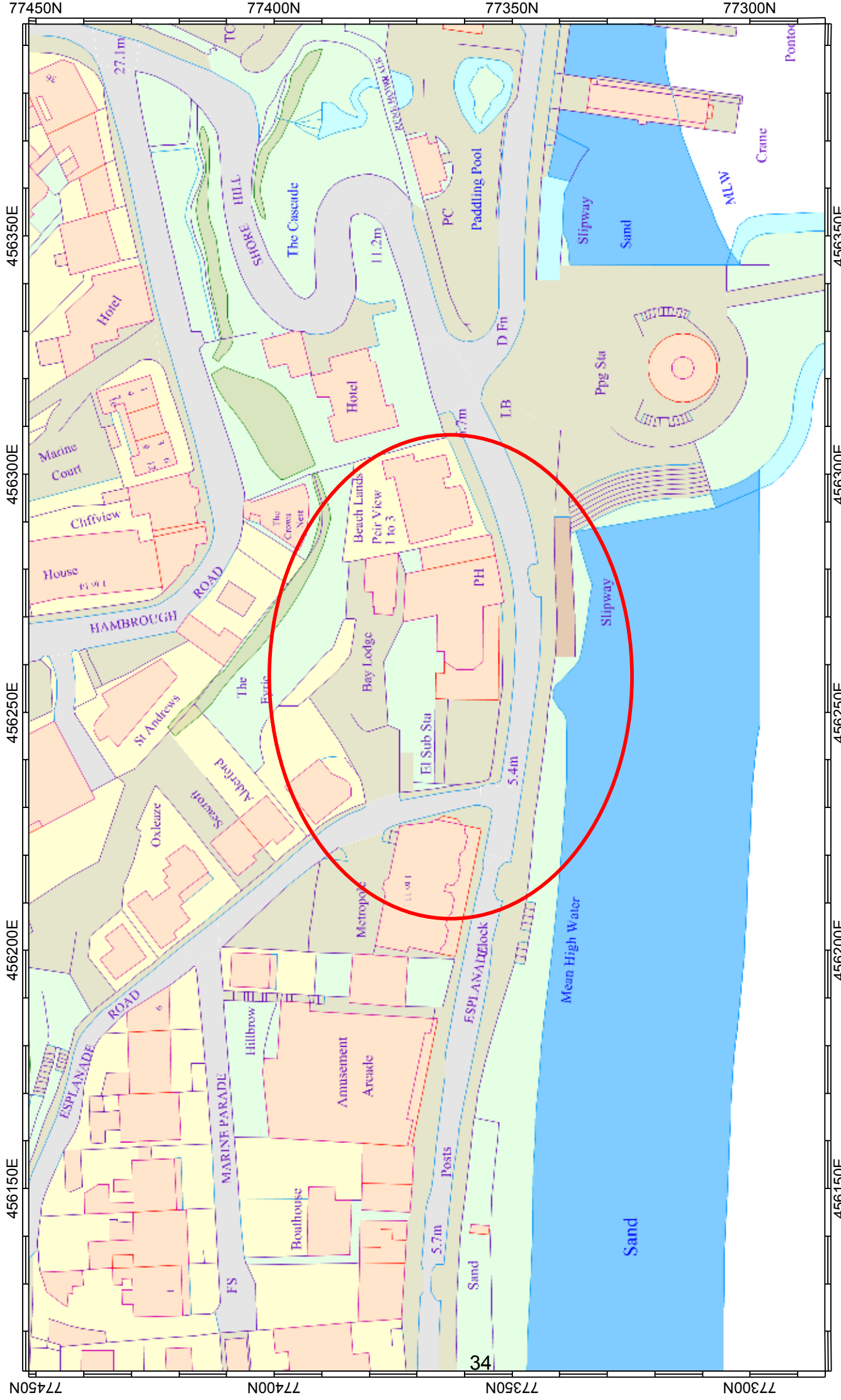
Reason: In the interests of highway safety and to comply with Policy DM17 (Sustainable Travel) of the Island Plan Core Strategy.

- 5 The ground floor unit within the building hereby approved shall only be used for retail uses falling within Use Class A1 of the Town and Country Planning Use Classes Order 2008 (or any Order revoking and re-enacting that Order with or without modification).

Reason: To ensure an active frontage along the highway to assist in maintaining the vitality and viability of the Esplanade and to protect the amenities of neighbouring residential properties and to comply with Policy DM2 (Design Quality for New Development) of the Island Plan Core Strategy as well as Government advice contained within the National Planning Policy Framework.

- 6 The retail unit hereby approved shall not be open to customers outside the hours of 9.00 to 18.00 hours inclusive.

Reason: To protect the residential amenity of neighbouring residents and to comply with Policy DM2 (Design Quality for New Development) of the Island Plan Core Strategy.



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P/00861/11 - TCP/08040/U
The Mill Bay Inn, Esplanade, Ventnor, PO38 1JR

03 **Reference Number: P/01513/11 - TCP/15490/D**
Parish/Name: Brading - Ward/Name: Brading, St Helens and Bembridge
Registration Date: 17/11/2011 - Full Planning Permission
Officer: Dawn de Vries Tel: (01983) 823552
Applicant: Mr S Gaskin

Retention of residential accommodation consisting of two linked caravans and a timber extension; alterations to vehicular access (revised scheme)
Sunnyside, Carpenters Road, St. Helens, Ryde, Isle of Wight

The application is recommended for Refusal

REASON FOR COMMITTEE CONSIDERATION

This application has been called-in by the Local Member to enable full consideration of the personal circumstances.

MAIN CONSIDERATIONS

The main considerations relevant to the determination of this application are as follows:

- Principle of the development
- Matters relating to size, layout, siting, scale and design
- Impact on the surrounding area and street scene
- Impact on adjoining property occupiers
- Highway Considerations
- Personal Circumstance

1. Details of Application

- 1.1 The proposal seeks full planning permission for the retention of residential accommodation consisting of two linked caravans and a timber extension with alterations to the vehicular access. The proposal consists of a self contained four bedroom unit with a bathroom, kitchen and lounge/living area. The site is accessed to the rear and from the side of the host semi detached dwelling, Sunnyside, which shows off road parking to the front which is split between the two units.
- 1.2 The application has been submitted with a supporting planning statement outlining the personal circumstances relating to the applicant and planning policy.

2. Location and Site Characteristics

- 2.1 The site is located outside of the defined settlement boundary for St Helens at Carpenters Road, opposite Carpenters Farm. The area of land subject of this application was formerly garden land in connection with Sunnyside, a semi detached property, which is one of two pairs of semi detached houses fronting the highway within the vicinity. There is also one bungalow located within a back land position within the locality.
- 2.2 The site consists of a long and narrow piece of land, which widens out at the northern end and adjoins open fields and surrounding countryside to the rear. The east south and west boundaries adjoin neighbouring gardens. The main dwelling on the plot is

'Sunnyside' which is a semi-detached period cottage and is located adjacent to the highway on the southern boundary of the site. The range of buildings, which are the subject of this application, are located to the very north-east corner and consist of two caravans that have been linked and partially clad, with a later chipboard extension. The current structure has a waterproof cover over the roof, although this is not water tight.

3. Relevant History

- 3.1 P/01357/10 – TCP/15490/C – Retention of residential accommodation consisting of two linked caravans and a timber extension. Refused December 2010.

4. Development Plan Policy

National Planning Policy Framework (NPPF)

- 4.1 The NPPF states that sustainable development is a core issue for the planning system and quotes The World Commission on Environment and Development: Our Common Future (often referred to as the Brundtland Report), which defines sustainable development as meeting the needs of the present without compromising the ability of future generations to meet their own needs.
- 4.2 The NPPF sets out three roles (economic, social and environmental) that should be performed by the planning system. The Framework states that pursuing sustainable development involves seeking positive improvements in the quality of the built, natural and historic environment, as well as in people's quality of life, including (but not limited to):
- replacing poor design with better design
 - improving the conditions in which people live, work, travel and take leisure; and
 - widening the choice of high quality homes

Local Planning Policy

Island Plan Core Strategy

- 4.3 The Island Plan Core Strategy identifies the application site as being outside of a defined settlement boundary in the Wider Rural Area. The relevant policies of the Core Strategy are considered to be as follows:

SP1 - Spatial Strategy - defines the appropriate locations for new development to take place and identifies three Key Regeneration Areas, two Smaller Regeneration Areas and eleven Rural Service Centres within which new development will be expected to take place. Areas outside of these locations are defined as the wider rural area where *"unless a specific local need is identified, development proposals outside of, or not immediately adjacent to these will not be supported"*.

SP2 - Housing - outlines the Council's Strategy to provide dwellings for the Isle of Wight in the period 2011-2027 including 980 units through smaller-scale development at the Rural Service Centres and Wider Rural Areas. This policy supports the delivery of these units if they are in accordance with other provisions and policies of the plan.

Policy DM2 - Design Standards for New Development - supports proposals for high quality and inclusive design to protect, conserve and enhance the existing environment whilst allowing change to take place.

Policy DM12 - Landscape, Seascape, Biodiversity and Geodiversity - outlines the Council's support for proposals that conserve, enhance and promote the landscape, seascape, biodiversity and geological interests of the Island.

5. Consultee and Third Party Comments

Internal Consultees

- 5.1 The Council's Highway Engineer has objected to the application due to insufficient visibility.
- 5.2 The Council's Housing Officer raises concern with the standard of accommodation and through site visit has identified Category 1 and Category 2 hazards at the site.

External Consultees

- 5.3 None received.

Parish/Town Council Comments

- 5.4 Brading Town Council object to the application as the proposal is considered a substandard design and construction and would result in undesirable development outside of the development envelope setting a precedent for future development.

Third Party Representations

- 5.5 5 letters of support have been received for the reasons given below:
- Current Economic Climate
 - Impact on the family
 - No visual impact caused by the siting of the proposal
 - No impact on neighbouring properties
 - Inadequate access has been addressed
 - Temporary consent would enable sufficient time to resolve the issue

6. Evaluation

The principle of development

- 6.1 The National Policy Framework states '*Local Planning Authorities should consider the case for setting out policies to resist inappropriate development of residential gardens, where development would cause harm to the local area.*' The NPPF supports new housing in the context of sustainable development within rural areas where it would enhance or maintain the vitality of rural communities. As an example, where there are groups of smaller settlements, development in one village may support services in a village nearby. St Helens has a defined settlement boundary which includes a number of houses, village centre, shops, pub and Doctors surgery. Therefore in principle its location could meet the advice within the NPPF as supporting a local community.
- 6.2 Core Strategy Policy SP1 Spatial Strategy reflects the guidance within the NPPF encouraging new development to be located within the defined settlement boundaries '*unless a specific local need is identified, development proposals outside of or not immediately adjacent to the defined settlements will not be supported*'. The site is located within the Wider Rural area as identified within the Core Strategy where the principle of new residential development is unacceptable unless a specific local need is identified.

- 6.3 SP2 Housing outlines the Council's Strategy for providing housing for the Isle of Wight during the plan period. This includes 980 dwelling the smaller-scale development at the Rural Service Centres and Wider Rural Area in accordance with the provisions and policies of the plan. The principle of the residential development is therefore assessed on the details of the application and its compliance with Development Management Policies.

Impact of the size, layout, siting, scale and design

- 6.4 Consent is sought for the retention of residential accommodation consisting of two linked caravans and timber/masonry extension. This measures approximately (maximum size) 11.1m in depth by 11m in width, to a maximum ridge height of 3.4m. The proposal is being clad in stained timber boarding, with various white UPVC double glazed windows and doors, under a shallow pitched roof. The building is still under construction, with parts of the inner structure visible and waterproof sheeting over the roof. The building contains four bedrooms, bathroom, kitchen and lounge/living area. It is noted that there is no formalised division from the semi-detached cottage to this structure and no drive way has been constructed. Vehicles were seen to be parked adjacent to the eastern neighbouring boundary to the front of the host dwelling, Sunnyside.
- 6.5 The internal layout of the accommodation has been subdivided providing an additional bedroom to those detailed on the floor plan. This results in a total of 4 bedrooms, 2 of which have to be passed through to gain access to the third. The bedrooms are modest in terms of size with sufficient space for a bed and a single wardrobe only. The bedroom closest to the sitting room/lounge has no natural light. It is noted that a recent appeal decision in Ventnor was dismissed regarding the level of impact on the amenity of future occupiers due a lack of light.
- 6.6 The scale and quality of accommodation provided is considered to result in a substandard level of accommodation in terms of amenity value for the occupants.
- 6.7 The design of the proposal, although single storey in nature, is partially clad with timber and comprises a number of structural deficiencies including limited insulation and a leaking roof. The character of the area is defined predominantly with two storey properties of red brick or painted render with the exception of the building referred to as the Bungalow (in paragraph 2.1) which details cedar shingles and a modest pitched roof. It is noted that this unit was never formally authorised and became lawful through the passage of time.
- 6.8 The applicant is willing to carry out appropriate repair works if consent is granted which would improve the visual appearance of the existing structure although this would not address the issues raised above regarding the size, scale, layout and design of the building.
- 6.9 For the reasons given above the size, layout, siting and design of the proposal would be out of keeping with the prevailing pattern of development within the area and would constitute inappropriate development within the context of the locality and facilitate a detrimental environment for the amenities of occupants.
- 6.10 The proposal would therefore contravene local policy DM2 (Design Quality for New Development) failing to provide an attractive, functional, accessible, safe and adaptable built environment. The proposal also fails to respond to a clear understanding of the physical context of the site forming a back-land plot within the garden area of the semi detached host dwelling.

Impact on the surrounding area and street scene

- 6.11 The site relates to a back land plot accessed from the side of an existing semi detached property. The host dwelling is one of two pairs of semi detached properties fronting Carpenters Road with one back land single storey development to the north east, The Bungalow. Within the character of the wider area, Carpenters Farm is located to the south west and there is another semi detached unit separated from and to the west of the site in a similar road frontage position. The settlement boundary of St Helens is located approximately 750 metres to the north east of the site.
- 6.12 Due to the location of the proposal set back from the road and accessed to the side of the host dwelling there is no direct visual impact when viewed from the highway. Notwithstanding this, the site would not match or continue the existing settlement pattern and would therefore be out of keeping with the existing road frontage housing adjacent to the highway with the exception of the modest bungalow in a set back position previously referred to. The location of the unit would be out of keeping with the prevailing pattern of development within this rural area and would comprise poor siting within its context and relative to the agricultural land to the rear. The proposal would therefore conflict with Policy DM2 (Design Quality for New Development) failing to provide for an appropriately landscaped development that would integrate with its setting.

Impact on the adjoining properties

- 6.13 The application site adjoins the side and rear boundaries of the bungalow to the south, which presents a modest garden area relative to the plot sizes of the adjoining properties. The provision of a residential unit to the rear of the Bungalow is considered to result in cramped development relative to the context of the wider rural area.
- 6.14 It is noted that due to the boundary treatments and single storey nature of the proposal and adjoining bungalow there would be no direct impact in terms of overlooking or invasion of privacy, but the introduction of a family unit in this location with the core amenity space located to the south of the proposed building, would give rise to a significant increase in terms of noise and disruption. Given the modest amenity area in connection with the adjoining property, the access to the site and use of the proposed garden area is considered to give rise to an adverse impact on the current level of amenity enjoyed by the neighbouring bungalow.
- 6.15 Due to the location of the proposal accessed to the side of the host dwelling, Sunnyside, and located within the rear garden, consideration is given to the impact on the amenities of occupiers of this property. Due to the position of the structure relative to Sunnyside, there is no direct intrusion in terms of overlooking or invasion of privacy from the proposed building but due to the limited demarcation between the two and the access to the site, occupiers of the unit to the rear would walk through the private amenity area of Sunnyside. The use of the access to the site and the location of the core amenity area would therefore have a significant and adverse impact on the current level of amenity enjoyed by the occupants of Sunnyside, effectively removing any external private amenity space and providing views into ground floor windows. The proposal is therefore considered contrary to Local Policy DM2 (Design Quality for New Development) of the Island Plan Core Strategy.

Highway Considerations

- 6.16 The applicant has submitted details of the parking area and served notice on the adjoining property to ensure that sufficient turning can be provided on site. The proposal states that parking for two vehicles can be accommodated within the site

although the proposed plan allocates one. From site it was clear that there is sufficient parking provision available which would be adequate to provide for a residential property in this location. The proposal is therefore considered acceptable in accordance with DM17, which supports the use of the former Parking Zones to ensure that sufficient parking provision is available.

- 6.17 The Council's Highway Officer commented that the proposal is located on a busy classified road which falls within the remit of DRMB visibility standards. As such there is a requirement for 2m x 120m visibility splays. Visibility in the western direction is limited to 2m x 75m and concern was raised that due to the speed of vehicles passing this site the introduction of additional traffic would give rise to a highway safety issue. The proposal seeks to share the existing off road parking in connection with the main house. Given that these spaces currently exist and have been used in connection with the main house prior to the planning application the increase of one additional vehicle is not considered to give rise to any significant highway safety concerns. Officers consider that the proposal is therefore acceptable on highway safety grounds.

Personal Circumstance

- 6.18 The health of a family member has been raised as a material consideration in the determination of this application. The applicant has confirmed that he is willing to carry out works to improve the external structure of the building in terms of re-roofing and ensuring appropriate insulation. From a joint site visit carried out with the Council's Housing Officer the cost implications for the level of works required would be significant. Given the size of the accommodation and the temporary nature of the consent, with the applicant requesting temporary consent for 5 years, the cost of repairs would be disproportionate to the temporary nature. Even if carried out, the repairs would not result in a unit that would provide adequate amenity for the family unit given the bedroom sizes, access arrangements and limited natural light.
- 6.19 The applicant cited within their supporting information that when the family returned from living abroad in February 2007 there was no affordable accommodation in terms of rental or open market properties that would accommodate their needs. It has been confirmed that during a provisional approach to the Housing Department, the applicant was advised to look for private rental units. After searching the market for a year and living in a caravan, as ancillary accommodation in connection with the main house, they decided to create their own unit within the garden area. Prior to the application the family were not on the housing register or home finder system (which came into existence in April 2010) and they have since registered for this scheme (March 2011). Prior to registering formally with the Housing Section there would have been no way for the applicant or his family to be made aware of other suitable accommodation within the locality. As such, the applicant did not have access to all of the available options in terms of suitable accommodation.
- 6.20 It is noted there have been two appeal decisions allowed on personal circumstances for new units within the garden of an existing residential property but these were justified through the identified need of the applicant to be readily available for care 24/7 assisting terminally ill, aged relatives to remain within their home. This is not the case in respect of the current application and whilst the benefit of the family being close to surrounding relatives is not doubted, the evidence put forward does not suggest that the need is one that should override the issues discussed above. The standard of accommodation that currently exists for the family may well have its own impact on the personal circumstances cited.
- 6.21 Consideration is given to the merits of a temporary, personalised consent for the applicant to enable time to resolve the above issues. Due to the current standard of accommodation there is a duty on the Council to ensure that a level of works would be

carried out to improve the current standard from a safety perspective. The cost of these works would be disproportionate for the temporary nature of the consent and would not result in a unit with an appropriate level of amenity for family occupation. As such it is not considered reasonable or appropriate to condition the continued occupancy of the existing building with the required improvements.

- 6.22 5 letters of support have been received throughout the consultation period raising support for the proposed unit due to the current economic climate, impact on the family in the event of a refusal and encouraging a temporary consent to enable time to find more suitable accommodation. The economic climate is recognised as affecting the availability of market housing but given the current situation of the family and the standard of accommodation currently occupied, the Council would support the family through transitional arrangements and ensure that they were relocated to an appropriate level accommodation. A temporary consent is not considered viable in this case for reasons already outlined above.

7. Conclusion

- 7.1 Having given due weight and appropriate consideration to the above the application is considered to conflict with National Policy and Local Policies and the application is therefore being recommended for refusal. It is suggested in the interests of the family involved that an Enforcement Notice with a reasonable period of compliance is served and the Council should work jointly with the Housing section to ensure an acceptable transition for the family into more appropriate accommodation.

8. Recommendation

Refusal.

Conditions/Reasons:

- 1 The site lies outside the defined development envelope and insufficient justification has been established to show why the residential development should be permitted as acceptable development in the countryside, as it is prejudicial to rural character of the area and detrimental to the amenity of neighbouring property occupiers. The proposal is therefore contrary to the National Planning Policy Framework and Local Policies SP1 (Spatial Strategy), SP2 (Housing), DM2 (Design Quality for New Development) and DM12 (Landscape, Seascape, Biodiversity and Geodiversity) of the Island Plan Core Strategy.
- 2 The proposed unit due to its size, scale, layout and design would give rise to substandard living accommodation, resulting in cramped accommodation and lack of natural light having a significant and adverse impact on the amenities of future occupiers as well as failing to conserve and enhance the surrounding environment. The proposal is therefore contrary to the National Planning Policy Framework and Local Policies DM2 (Design Quality for New Development) and DM12 (Landscape, Seascape, Biodiversity and Geodiversity) of the Island Plan Core Strategy.

04 Reference Number: P/00091/12 - TCP/30638/B
Parish/Name: Nettlestone and Seaview - Ward/Name: Nettlestone and Seaview
Registration Date: 18/01/2012 - Full Planning Permission
Officer: Russell Chick Tel: (01983) 823552
Applicant: The Portsmouth Roman Catholic Diocesan Trustees

Demolition of church; construction of detached dwelling; detached garage/boat store with pergola; vehicular access and parking (revised scheme)
Catholic Church, Seafield Road, Seaview, Isle of Wight

The application is recommended for Conditional Permission

REASON FOR COMMITTEE CONSIDERATION

The proposal has led to a high number of responses raising issues regarding the loss of the current Roman Catholic Church and impacts of design, and as such has been referred for decision by the Planning Committee.

MAIN CONSIDERATIONS

- Whether the proposed development complies with the principle of planning policy
- Whether the design and appearance of the development would be acceptable in relation to the pattern and character of development in the surrounding area and adjacent conservation area
- Impact on the amenities of neighbouring property occupiers
- The proposed layout of the site
- Highway implications

1. Details of Application

- 1.1 Full planning permission is sought to demolish the existing Roman Catholic Church and to replace it with a detached house, which would front onto Seafield Road. The submitted plans show that a parking area would be provided at the front of the site, accessed from Seafield Road. A further narrow access would be provided to the rear via Rope Walk to serve a detached boat store. The house would include a rear garden and smaller front garden.
- 1.2 The proposed house would be set back from Seafield Road by 5.5m. This gap would include a parking area and garden with a central access path to the front entrance. On either side of the property would be access paths that would measure 0.9m wide, providing access to the rear garden, which would measure 9m wide and 10.5 deep with the detached garage beyond. The proposed detached boat store would measure 5.8m wide, 6.5m deep and 3m high. The store would be clad with timber, include grey framed windows and a flat roof.
- 1.3 The proposed house would measure 7.2m wide, 10m deep, 5.3m high to eaves level and 8.5m high to the ridge of the roof. The front elevation would include a small porch that would measure 2.7m wide, 1.2m deep and 3.7 high. The porch would include a gabled roof supported by timber posts.

- 1.4 The design and access statement confirms that the elevations for the proposed house would be finished with white painted render on the ground floor, with the upper floors to be clad with cedar boarding. Windows would be grey framed aluminium casements while the roof would be finished with artificial slate. The roof would be gabled, with the ridge running from front to back, however, the front gable would be hipped.
- 1.5 The proposed house would include a kitchen/ lunge dining room, utility room and entrance hall at ground floor level, four bedrooms and a bathroom at first floor level and a master bedroom and en-suite bathroom within the roof space.
- 1.6 The application is supported by full plans and a design and access statement that includes a planning statement and supporting information.

2. Location and Site Characteristics

- 2.1 The application site is located within an attractive area of Seaview, close to the village centre. Seafield Road is a residential street that includes a range of property types. The western side of Seafield Road is dominated by an Edwardian era terrace of two storey cottages that are built in the Arts and Crafts style and include features such as bay windows, timber balconies, pebbledash render, gables and clay tiled roofs. The eastern side of the road, within which the application site sits, comprises more variety and houses are not of such character. Houses on this side of the road date from the inter war period and include features such as projecting gabled bays, deep side elevations, large windows, hipped tiled roofs and front gardens. To the north is a more modern flatted development. The area is generally divided into long narrow plots with the pattern of development becoming denser towards the village centre (east).
- 2.2 The application site is occupied by a Roman Catholic Church that dates from the mid 20th Century. The building has a simple utilitarian appearance, more akin to a Chapel than a Church. The building is a simple rectangular shape with a gabled roof. Elevations are finished with red brick and the roof with slate. The front elevation comprises the main entrance, which is formed by a set of timber double doors with a simple flat roofed canopy above. Above the main entrance is a large arched window that rises to the gable of the roof, with a crucifix attached.
- 2.3 The Church is set with a regular shaped plot, with the main hall set back from the highway with a small front garden enclosed by a low brick wall. There is a small garden to the rear that comprises a stone wall that aligns Rope Walk. The site does not comprise a vehicle access.
- 2.4 Either side of the site are two storey dwellings. To the north is a detached post war dwelling known as Bryn Mawr. This dwelling includes a large side elevation window at first floor level, a first floor balcony to the rear and a conservatory. To the south is a pair of semi-detached dwellings that are more modern. The dwelling that adjoins the application site, Pond Cottage, includes secondary side elevation windows at ground, first and attic level.

3. Relevant History

- 3.1 P/00936/11 - Demolition of church; construction of detached dwelling; detached garage/boat store with pergola; vehicular access and parking – Withdrawn 19 August 2011.

4. Development Plan Policy

National Planning Policy

National Planning Policy Framework (NPPF)

- 4.1 The NPPF states that sustainable development is a core issue for the planning system and quotes The World Commission on Environment and Development: Our Common Future (often referred to as the Brundtland Report), which defined sustainable development as meeting the needs of the present without compromising the ability of future generations to meet their own needs.
- 4.2 The NPPF sets out three roles (economic, social and environmental) that should be performed by the planning system. The Framework states that pursuing sustainable development involves seeking positive improvements in the quality of the built, natural and historic environment, as well as in people's quality of life, including (but not limited to):
- making it easier for jobs to be created in cities, towns and villages
 - moving from a net loss of bio-diversity to achieving net gains for nature
 - replacing poor design with better design
 - improving the conditions in which people live, work, travel and take leisure; and
 - widening the choice of high quality homes

Local Planning Policy

Island Plan Core Strategy

- 4.3 The Core Strategy identifies the application site as being outside of a defined settlement boundary. The application site is located adjacent to the conservation area.
- 4.4 The Island Plan Core Strategy was adopted in March 2012. The following policies are relevant to this application:
- SP1 – Spatial Strategy: defines the appropriate locations for new development to take place on the Island. Defines three Key Regeneration Areas (Newport, Ryde and the Bay), two Smaller Regeneration Areas (Freshwater and Ventnor) and eleven Rural Service Centres (Arreton, Bembridge, Brading, Brighstone, Godshell, Niton, Rookley, St Helens, Wootton, Wroxall and Yarmouth) within which new development will be expected to take place. Areas outside of these locations are defined as the wider rural area where unless local need is identified, new development will not be supported.
 - SP2 – Housing: sets the planned number of houses to be completed on the Island between 2011 and 2027 and defines the split between Key Regeneration Areas, Smaller Regeneration Areas, Rural Service Centres and the Wider Rural Area.
 - SP7 – Travel: states that development should not negatively impact on the Island's strategic road network or on the capacity of lower level roads to support the proposed development. If negative impacts are identified, appropriate mitigation will be expected.

- DM1 – Sustainable Build Criteria for New Development: states that development on the Island should include measures to reduce carbon dioxide emissions from energy use.
- DM2 – Design Quality for New Development: states that the Council will support proposals for high quality and inclusive design to protect, conserve and enhance the existing environment while allowing change to take place. The policy states that relevant information relating to the sites size, location and context will be required in order for the Council to determine planning applications quickly and properly. States that proposals will be expected to provide an attractive, functional and adaptable built environment, optimise the potential of the site taking into account constraints, be appropriately landscaped, compliment the surrounding area and minimise the consumption of natural resources.
- DM7 – Social and Community Infrastructure: States that the Council will support proposals that improve cultural, educational, leisure and community facilities. Reasons that development proposals will be expected to consider the requirements of all people in the community and create opportunities to provide multi use facilities for greater community benefit.
- DM11 – Historic and Built Environment: states that the Council will support proposals that positively conserve and enhance the special character of the Islands historic environment.

5. Consultee and Third Party Comments

External Consultees

5.1 None received.

Internal Consultees

5.2 The Council's Highway Officer states the following:

Access

Stated that Vehicular visibility splays of 2m x 43m would be required for the both the Rope Walk and Seafield Road accesses as well as 2m x 2m pedestrian splays onto Seafield Road. Due to the high stone boundary wall in Rope Walk the achievable visibility splays are virtually negligible. Commented that the revised plans now show the entire boundary wall in Rope Walk being reduced in height to 1m, with a 3m wide opening being formed to access a proposed boat store. Confirmed that visibility splays of only 2m x 8m would be available from this access and that these would be short of the visibility requirement and as a result, would recommend refusal. However, noted that the garage is now proposed to be used solely as a boat store and that provided the planning department could condition this use, the objection is withdrawn. Confirmed that as the vehicle access point onto Seafield Road has been moved in 1m from the 'Bryn Mawr' boundary, adequate pedestrian visibility splays would be achieved.

Parking / Turning

Commented that the sole vehicle parking space now proposed is less than ideal for a dwelling of this size; however concluded that it would not be a sustainable reason to recommend refusal.

Stated that no provision has been made for turning on-site. Noted that while Seafeld Road is classified as the B3340 given its 'residential' nature and generally light/low speed traffic flows the turning requirement could be removed.

Conclusion

Confirmed no objection but suggested that a highways condition requiring that the boat store and the area between it and rope walk must not be used for the purposes of vehicle access/parking.

Parish/Town Council Comments

5.3 Seaview and Nettlestone Parish Council objected to the proposals for the following reasons:

- Overdevelopment
- The loss of a religious and community facility
- Loss of a historic wall within Rope Walk
- The site is located on the border of the conservation area
- Lack of consultation with local community

Third Party Representations

5.4 The Council has received twenty four objections to the proposed development, raising issues that can be summarised as follows:

- The loss of the facility would harm the village and be contrary to advice contained within PPS 1 and DM7 of the Island Plan Core Strategy
- Alternative community uses should be found
- The building is in a sound condition
- The justification for the loss of the building should be carried out by an independent party
- The proposed dwelling would have a negative impact on the character and appearance of the conservation area and appear overbearing and over-dominant due to its size, scale, massing, design, lack of space between buildings and the design of the gable
- Proposed dwelling is too large/ should be scaled back
- Loss of light for neighbours
- Noise, disturbance and dust
- Overlooking and loss of privacy
- The site would lack adequate garden area for prospective occupiers and would therefore be contrary to the SPG (Residential Infill)
- Loss of a fine stone wall
- The dwelling will be used as another holiday home
- The dwelling should be provided as affordable housing

6. Evaluation

Whether the proposed development complies with the principle of planning policy

6.1 The proposed development raises two principle issues; firstly, whether the proposed residential use would be acceptable given the location of the site and secondly, whether the loss of the Church/ community use is acceptable. These two issues will be discussed in detail, below.

The proposed residential use

6.2 The NPPF supports the development of new housing in the context of sustainable

development and states that in rural areas, housing should be located where it will enhance or maintain the vitality of rural communities. For example, where there are groups of smaller settlements, development in one village may support services in a village nearby. While Seaview is not a defined settlement, it nevertheless is a large rural conurbation that includes a substantial number of houses. The village centre of Seaview comprises a mix of shops, pubs, hotels and a Church. Therefore, while not a defined settlement, Seaview is considered to be one of the more sustainable villages within the wider area, providing a significant number of homes and services to serve them.

- 6.3 The Core Strategy reflects the guidance contained within the NPPF and states that new development should take place within defined settlement boundaries. The Core Strategy sets three Key Regeneration Areas (The Medina Valley, Ryde and the Bay), two Smaller Regeneration Areas (Freshwater and Ventnor) and a further eleven Rural Service Centres within which new development will be expected to be directed. Areas outside of the identified regeneration areas and service centres are considered to be the Wider Rural Area where unless local need is identified, new development will not be supported.
- 6.4 Officers note that the application site is located outside of the defined regeneration areas and Rural Service Centres. Nevertheless, the proposed development would relate to previously developed land within a densely developed location that is characterised by residential development. Policy SP2 (Housing) identifies a need for 980 new houses within the Rural Service Centres and the Wider Rural Area. This is a small scale development that would meet with local housing needs for open market housing and would integrate with the village settlement. Overall, having regard to the housing need evidence available, and taking account of the date of submission of the application and guidance within the NPPF, officers are satisfied that the principle of residential development in this location is acceptable and accords with policy DM3 in respect of creating inclusive and sustainable communities and contributing to housing need for the local area. Furthermore, the proposed single house would reflect the density and character of the surrounding area. Effectively, while located within a rural area, the application site is considered to represent an infill plot or 'windfall site.'

The loss of the Church/ community use

- 6.5 The provision of community facilities is a key planning consideration set out within both national and local planning policy guidance. Paragraph 7 of the National Planning Policy Framework (NPPF) states that planning authorities should support strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community's needs and support its health, social and cultural well-being.
- 6.6 More specifically, Section 3 (Supporting a prosperous rural economy) states that planning policies should support economic growth in rural areas. Section 3 goes on to state that plans should promote the retention and development of local services and community facilities in villages, such as local shops, meeting places, sports venues, cultural buildings, public houses and places of worship.
- 6.7 Furthermore, Section 8 (Promoting healthy communities) states that planning policies and decisions should plan positively for the provision and use of shared space, community facilities (such as local shops, meeting places, sports venues, cultural buildings, public houses and places of worship) and other local services to enhance the sustainability of communities and residential environments.
- 6.8 Policy DM7 of the Island Plan Core Strategy supports the provision of social and

community facilities and states that the Council will only permit the loss of existing social and infrastructure facilities when it can be demonstrated that the facility is no longer needed for its original purpose or viable for any other purpose.

- 6.9 The application site has historically been used as a Roman Catholic Church, having been constructed in the 1940s and funded by the local community. Since then, the building has been used for regular weekly services. However, the Church was closed in August 2011 and the Catholic Church now proposes to demolish the building and change the use of the site to residential.
- 6.10 The applicant, the Portsmouth Roman Catholic Diocesan Trust has submitted a detailed statement to justify the loss of the Church. The statement explains that the Church has historically suffered from declining numbers and that as a result, services have since 1985 been held on Mondays and apart from the peak summer seasons between 1994 and 2003 when Sunday evening masses were held. The submitted information states that on average fifteen parishioners have attended important services but that the average has been between two and eight people have attended mass with some attendees travelling from Bembridge and Ryde.
- 6.11 The statement continues on to state that few baptisms have taken place at the Church and that there have been no weddings or funerals, which is a telling indicator as to the potential for declining attendances. The applicants have stated that the Church had in the past been opened for coffee mornings, art exhibitions etc but that this has not occurred for two years due to poor attendance. The statement concludes that the Church is the least used Catholic Church on the Island, is generally under used, has become costly to maintain and that its continued use cannot be justified.
- 6.12 During the course of the planning application the Council has received many comments from members of the public and parishioners, outlining the manner in which the Church has been used and its potential to remain as a place of worship or community building. The use of the Church as a community building will be discussed in detail separately.
- 6.13 Members of the public have commented that parishioners have had to travel to Churches in Bembridge and Ryde for Sunday mass due to the Church's decision to hold mass in Seaview on Mondays only (potentially as a consequence of rules brought into limit the number of masses that a priest can hold on a Sunday). The comments also state that the Church has been used for drop in meetings, coffee mornings, private prayer and that several funerals have indeed been held at the Church. The comments also reason that the incremental loss of such facilities can only harm the community and that greater consultation with the public and parishioners should have been carried out by the Diocese.
- 6.14 Officers recognise that the loss of an established Church, particularly one located at the heart of a village, can be an emotive issue. The public comments confirm the level of local feeling about the loss of the Roman Catholic Church and that many people have fond memories of services and events that have taken place since the Church was built. However, it is important that the assessment of this current proposal is based upon planning policy guidance and material considerations. This approach should separate the emotive issues and concentrate on the facts to hand in order that a fair decision is reached and that complies with the requirements of section 70 (2) of the Planning Act, which states that in reaching its decision, the planning authority should have regard to the provisions of the development plan, so far as material to the application.
- 6.15 The information submitted by the Catholic Diocese paints a picture of declining attendance at the Roman Catholic Church and unsustainable costs of maintaining an

under used building. The figures and commentary submitted reason that Sunday services at the Church were poorly attended and that those subsequently held on a Monday also suffered from low attendance. There is no definitive information to dispute the low levels of attendance. Coupled with this, the submitted information demonstrates that the number of weddings, funerals and baptisms at the Church have been low and infrequent. Again, whilst public comments refer to the occurrence of such occasions, they do not state that they were frequent.

- 6.16 In assessing the information, the Council must take into account whether in the event of closure, alternative nearby Churches could cater for the congregation at Seaview. Officers note that there is a Roman Catholic Church within nearby Bembridge and a further Roman Catholic Church in Ryde. It is Officer's opinion that while the loss of the Roman Catholic Church is unfortunate, the Diocese has provided information to demonstrate that when open, attendances were low. Weight must also be attached to the fact that while for planning purposes the site remains a Church, the Diocese has already taken the decision to cease to use it for services and that it has been closed since August 2011. Given the submitted information, it is considered that on balance, the current use of the site as a Church is no longer required.
- 6.17 For planning purposes, the Church is considered to be a community building. As stated above, policy DM7 states that the Council will only permit the loss of existing social and infrastructure facilities when it can be demonstrated the facility is no longer needed for its original purpose or viable for any other purpose. Several of the public comments have reasoned that the Church should be put to an alternative community use rather than for the proposed residential use.
- 6.18 The applicant's submitted information reasons that the building would not be required for community use as alternative venues exist within Seaview to cater for demand. The applicants have referred to the following venues:
- Seaview Yacht Club
 - The Old Fort Public House
 - The Northbank Hotel
 - Graces Church
 - St Peter's Church
 - The Masonic Lodge
 - Seaview Hotel

Officers note that community buildings are essential to the functioning of a community and contribute to the social fabric of settlements. Added to this, the Church is located within the centre of Seaview and close to many houses. Nevertheless, the Masonic Hall and St Peter's Church Hall are within 100m and 200m respectively of the application site while the remaining alternative venues are all within reasonable walking distance of the site.

- 6.19 Officers have investigated the potential for meetings and events to be held at the hotels and public houses referred to by the applicant. The Seaview Hotel offers facilities for meetings, catering for between 10 and 200 persons. However, no evidence could be sourced to show that the remaining venues could be booked for events. Nevertheless, Officers are of the opinion that there would be several alternative and existing venues that could be used for community events and meetings. In addition, weight must be attached to the fact that only events connected to the Roman Catholic Church were carried out at the application site.
- 6.20 In conclusion, while the loss of the current Church would be unfortunate, Officers are of the view that the information provided has demonstrated that the current Church is under-utilised and that alternative Roman Catholic Churches within Bembridge and

Ryde could cater for the needs of parishioners. Officers are also satisfied that there are existing alternative community facilities within Seaview to provide venues for meetings and other public events. Therefore, on balance and on the basis of the submitted information, it is considered that a suitable justification has been submitted for loss of the Church and community use.

Whether the design and appearance of the development would be acceptable in relation to the pattern and character of development in the surrounding area and adjacent conservation area

- 6.21 Policy DM2 (Design Quality for New Development) reflects the general advice contained within the NPPF, stating that the Council will support proposals for high quality and inclusive design to protect, conserve and enhance the Islands existing environment while allowing change to take place. The policy states that development proposals will be expected to provide an attractive built environment, be appropriately landscaped, compliment the character of the surrounding area, particularly in conservation areas.
- 6.22 The Officer site inspection showed that Seafield Road has a predominantly residential character and that the street scene includes a range of property types. The western side of Seafield Road is dominated by an Edwardian era terrace of two storey cottages that are built in the Arts and Crafts style and include features such as bay windows, timber balconies, pebbledash render, gables and clay tiled roofs. The eastern side of the road, within which the application site sits, comprises more variety and houses are not of such character. Houses on this side of the road date from the inter war period and include features such as projecting gabled bays, deep side elevations, large windows, hipped tiled roofs and front gardens.
- 6.23 The applicant's design and access statement reasons that the proposed design has been developed to respect the traditional form of Seafield Road but that the use of contemporary materials would provide a modern approach. In addition, the design and access statement explains that the front roof gable has been hipped to reduce the impact on the Seafield Road street scene and that the rear gable would relate to the three-storey buildings to the east within Rope Walk.
- 6.24 The submitted plans show that the proposed house would be two-storey with a tall gabled roof. The submitted street scene confirms that the eaves and roof height of the proposed house would provide a steady transition between the existing houses either side of the site. This would accord with the pattern of development in the area, where roof heights gradually rise to the south due the topography of the area. The rear gable would be higher and include a window at roof level. This would increase the scale of the rear elevation. However, the roof height would accord with those of existing properties and would not harm the appearance of the street scene when viewed from Rope Walk.
- 6.25 The submitted plans show that suitable gaps would be provided between the proposed house and the existing houses to the north and south, preventing the street scene from appearing cramped or overdeveloped. As a result, Officers are of the opinion that the proposed house would be a suitable size and scale and reflective of the pattern and scale of development in the area.
- 6.26 The proposed house would have a simple and fresh appearance. Fenestration would be well arranged and provide a suitable ratio between solid wall and openings. Furthermore, the contrast of materials, proposed porch and openings would enliven the form of the house. Elevations would be finished with white render at ground floor level with the remainder to be finished with cedar cladding. Officers are of the opinion that the combination of materials and the simple form of the house would allow a

balance between the traditional dwellings within Seafield Road and a more modern design solution. This would pay reference to the older terraced properties to the west and the more recent houses that align the eastern side of Seafield Road. Each design solution would have been contemporary at the time of construction and as a result, it is considered that the proposed house would reflect this approach and accord with the character of the adjacent conservation area.

- 6.27 The submitted plans show that a small detached boat store would be provided at the rear of the site. The store would be a relatively small structure that would appear ancillary to the proposed house but, due to the use of materials, blend in well with the design approach for the site. The Officer site inspection showed examples of similar ancillary flat roofed buildings to the rear of properties and therefore Officers are of the opinion that the store would not appear incongruous.
- 6.28 Members of the public have referred to the loss of the current rear boundary wall that aligns Rope Walk. Officers consider that the wall does contribute to the area but that in several places sections have been removed to provide access to houses. The plans show that the wall would be retained but lowered to a height of 1m and a 3m section removed to provide access to the proposed boat store. Officers are of the opinion that this approach would reflect the existing situation in Rope Walk and therefore not harm the adjacent conservation area. The proposal is therefore considered to be in compliance with the requirements of policy DM11.

Impact on the amenities of neighbouring property occupiers

- 6.29 The Officer site inspection showed that the property to the south (Pond Cottage) includes narrow secondary windows at ground, first and roof level within the side elevation that faces on to the application site. Given the secondary nature of the windows and the space proposed between the proposed house and Pond Cottage (2m) it is considered that impacts in terms of loss of light and outlook would merely reflect the typical relationship shared by properties in the area and not harm the living standards of the occupants of this property. Furthermore, the plans show that the footprint of the proposed dwelling would not surpass the front and rear walls of Pond Cottage to such an extent to cause a loss of light or outlook from principal windows.
- 6.30 The property to the north, Bryn Mawr, includes a large side elevation window at first floor level that would face the proposed house. The window faces south and therefore the proposed house would to an extent result in a loss of light and outlook. However, the Officer inspection showed that this is a secondary window and that the room that it serves includes French windows that face east, providing adequate levels of light and outlook. The French windows lead onto a balcony that is set at first floor level. While the balcony would allow views of the proposed house, it is considered that the separation distance of 4.5m would mitigate massing. In addition, the balcony would retain its main outlook to the east, allowing sufficient light and views.
- 6.31 Bryn Mawr includes a rear ground floor conservatory. However, the submitted plans show that the proposed house would not surpass the rear elevation of the conservatory, preventing adverse levels of loss of light. Further, a distance of 5.5m would be provided between the proposed house and the conservatory, preventing adverse levels of loss of light and outlook.

The proposed layout of the site

- 6.32 The Council's Ordnance Survey plans show that the surrounding area is laid out in a typical rigid layout, with narrow rectangular shaped plots running east west between highways. Properties are set back from the highway with narrow front gardens. The submitted plans show that the application site forms a typical rectangular plot located

between Seafield Road and Rope Walk. The proposed site plans show that the house would be set back in line with the existing houses either side of the application site and that a small front garden would be provided to the front. The proposed rear garden would be typical of the area and commensurate to the proposed level of accommodation. As a result, Officers considered that the proposed site layout would accord with the pattern of development within the area.

Highway implications and whether appropriate mitigating measures can be provided to offset impacts of traffic generation

Parking provision

- 6.33 The revised plans show that the site would include a single parking space, located to the front of the house. The application site is located within ready walking distance of the shops and other amenities within the centre of Seaview and as a result, this site is considered to be more sustainable. As a result, the level of on-site parking is considered to be acceptable.

Highway safety

- 6.34 The proposed plans show that the site would include a single parking area to the front of the site and a boat store to the rear, accessed from Rope Walk. Given the speed limit for Seafield Road (30mph) splays of 2m x 43m should be provided in either direction for the proposed parking area. The Highway Officer has confirmed that adequate splays would be provided for the revised access and as a result, the proposal would not compromise highway safety.
- 6.35 The proposed access from Rope Walk would not be used by vehicles and instead would only be used to serve the proposed boat store. Therefore, while the visibility splays about this access would be significantly below those required for a vehicular access, as this would not be used by vehicles, an objection for highway safety reasons would be unreasonable. Officers are satisfied that this issue could be addressed by condition.

7. Conclusion and Justification for Recommendation

- 7.1 Having given due weight and consideration to all comments received in relation to this application and for the reasons given above the proposal is considered to be in accordance with the requirements of the policies listed within this justification and as a result, is recommended that Members resolve to grant permission subject to the advised conditions listed below.

8. Recommendation

- 8.1 Conditional permission.

9. Reasons for Approval

- 9.1 In reaching the decision to grant planning permission account has been taken of national planning policy guidance (NPPF) and the policies contained within the Island Plan Core Strategy.

The principle reasons for granting planning permission are:

- 9.2 While outside of a defined settlement, the proposed use of the site for a single residential unit would reflect the residential character of the area. Furthermore, Officers are of the opinion that the submitted information has justified the loss of the current use

of the site and that alternative venues within Seaview could adequately provide locations for community meetings and events. The proposal therefore meets the general objectives of the NPPF and policies SP1 (Spatial Strategy) and SP2 (Housing) of the Island Plan Core Strategy.

- 9.3 It is considered that the proposed design and scale of the house would compliment the character or that of the surrounding area and that the proposed site layout would accord with the pattern of development in the locality. Furthermore, Officers are of the opinion that sufficient amenity space would be provided and that the level of parking provided would be commensurate to the level of accommodation.
- 9.4 There would be no unacceptable adverse impact upon neighbouring property occupiers owing to the siting of the building and its relationship to the character of the area. As a result, the proposed development would accord with the principles of policies DM2 (Design Quality for New Development), DM11 (Historic and Built Environment) and DM12 (Landscape, Seascape, Biodiversity and Geodiversity) of the Island Plan Core Strategy and the NPPF.
- 9.5 Having regard to the above and having taken into account all relevant material considerations, it is concluded that the proposal is in full conformity with the provisions of the development plan.

Conditions/Reasons:

- 1 The development hereby permitted shall be begun either before the expiration of 3 years from the date of this permission, or before the expiration of 2 years from the date of approval of the last of the reserved matters to be approved, whichever is the later.

Reason: To comply with Section 92 of the Town and Country Planning Act 1990 (as amended) and to prevent the accumulation of unimplemented planning permissions.

- 2 The development hereby permitted shall not be carried out except in complete accordance with the details shown on the submitted plans, numbered below:

SK483/01A
SK483/03A
SK483/04C

Reason: For the avoidance of doubt and to ensure the satisfactory implementation of the development in accordance with the aims of policies SP5 (Environment), DM2 (Design Quality for New Development) and DM12 (Landscape, Seascape, Biodiversity and Geodiversity) of the Island Plan Core Strategy.

- 3 No development shall commence until detailed plans at a scale of 1:20 of glazing bars, mullions, window and door surrounds new doors and windows have been submitted to and agreed in writing with the Local Planning Authority. All windows and doors shall be constructed of timber. Development shall be carried out in accordance with the approved details.

Reason: In order to maintain the character and appearance of the area, to comply with the advice contained within the National Planning Policy Framework and to comply with the requirements of policies DM2 (Design Quality for New Development) and DM11 (Historic and Built Environment) of the Island Plan Core Strategy.

- 4 No development shall take place until samples of materials to be used for the development have been submitted to and approved in writing by the Local

Planning Authority. Development shall be carried out in accordance with the approved details.

Reason: In order to maintain the character and appearance of the area, to comply with the advice contained within the National Planning Policy Framework and to comply with the requirements of policies DM2 (Design Quality for New Development) and DM11 (Historic and Built Environment) of the Island Plan Core Strategy.

- 5 No development shall take place until details have been submitted to and approved in writing by the Local Planning Authority of the design, materials and type of boundary treatment to be erected. The agreed boundary treatment shall be completed in accordance with the approved details prior to the first occupation of the approved dwelling and shall be retained thereafter.

Reason: In the interests of the character of the surrounding area and to comply with the advice contained within the National Planning Policy Framework and to comply with the requirements of policies DM2 (Design Quality for New Development) and DM11 (Historic and Built Environment) of the Island Plan Core Strategy.

- 6 The dwelling hereby permitted shall not be occupied until space has been laid out within the site in accordance with drawing number SK483/04C for 1 car to be parked. The space shall not thereafter be used for any purpose other than that approved in accordance with this condition.

Reason: In the interests of highway safety and to comply with the requirements of policy SP7 (Travel) of the Island Plan Core Strategy.

- 7 Visibility splays of XX about the site access shall be maintained free from obstruction at all times.

Reason: In the interests of highway safety and to comply with the requirements of policy SP7 (Travel) of the Island Plan Core Strategy.

- 8 Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 1995 (or any Order revoking and re-enacting that Order with or without modification), no development within Classes A to E of Part 1 of Schedule 2 to that Order shall be carried out other than that expressly authorised by this permission.

Reason: To protect the amenities of adjoining neighbours, to regulate design in relation to the main building and to comply with the advice contained within the National Planning Policy Framework and to comply with the requirements of policies DM2 (Design Quality for New Development) and DM11 (Historic and Built Environment) of the Island Plan Core Strategy.

- 9 Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 1995 (or any Order revoking and re-enacting that Order, with or without modification), no windows, dormer windows or velux windows shall be inserted unless otherwise agreed in writing with the Local Planning Authority.

Reason: To protect the privacy of occupants of neighbouring properties, to regulate design in relation to the building and to comply with the advice contained within the National Planning Policy Framework and the requirements of policies DM2 (Design Quality for New Development) and DM11 (Historic and Built

- Environment) of the Island Plan Core Strategy.
- 10 The access to the rear of the site and accessed via Rope walk shall not be used by vehicular traffic at any time and shall not be widened.

Reason: The access would not meet the required standards for visibility splays and if used by vehicular traffic would compromise highway safety and therefore be contrary to the requirements of policy SP7 (Travel) of the Island Plan Core Strategy.

05 Reference Number: P/01269/11 - TCP/22950/A
Parish/Name: Newchurch - Ward/Name: Arreton and Newchurch
Registration Date: 17/10/2011 - Full Planning Permission
Officer: Anna Priestley Tel: (01983) 823552
Applicant: Mr C Richards

**Demolition of redundant buildings, 4 detached houses with parking;
alterations to vehicular access (revised plans) (readvertised application)
Popes Farm, High Street, Newchurch, Sandown, Isle of Wight**

The application is recommended for Conditional Permission

REASON FOR COMMITTEE CONSIDERATION

The applicant is the Local Ward Member for Newchurch and the Constitution requires that applications made by elected members must be determined by the Planning Committee.

MAIN CONSIDERATIONS

The main considerations relevant to the determination of this application are as follows:

- Principle
- Design, Layout, Density and Amenity Space
- Impact on character of area
- Impact on occupiers of neighbouring properties
- Archaeology and heritage issues
- Impact on trees
- Highways

1. Details of Application

- 1.1 The proposal seeks full planning for the demolition of existing redundant farm buildings fronting High Street and Palmers Road, forming part of Popes Farm, and their replacement with four detached dwellings.
- 1.2 At present there are two existing accesses into the site. The application proposes to stop up the northernmost access and retain the existing southern/central access in a slightly widened form. This access would subsequently serve the existing farm and farmhouse, as well as the parking areas for the four new dwellings.
- 1.3 The application has been submitted with a number of supporting documents including Design & Access Statement, Planning Policy Statement, Heritage Statement, Tree Report and Housing need justification in order to demonstrate the acceptability of the scheme in respect of the various technical and planning policy constraints.

2. Location and Site Characteristics

- 2.1 The application site presently comprises a group of redundant farm buildings of varying materials and styles to the frontage of Popes Farm which is situated on High Street in Newchurch at its junction with Palmers Lane.

- 2.2 The High Street running through Newchurch forms a typical ribbon development with a wide variety of property types, styles and ages and no clear repetitive characteristics.

3. Relevant History

- 3.1 None relevant

4. Development Plan Policy

National Planning Policy Framework

- 4.1 The NPPF states that sustainable development is a core issue for the planning system and quotes The World Commission on Environment and Development: Our Common Future (often referred to as the Brundtland Report), which defines sustainable development as meeting the needs of the present without compromising the ability of future generations to meet their own needs.
- 4.2 The NPPF sets out three roles (economic, social and environmental) that should be performed by the planning system. The Framework states that pursuing sustainable development involves seeking positive improvements in the quality of the built, natural and historic environment, as well as in people's quality of life, including (but not limited to):
- making it easier for jobs to be created in cities, towns and villages
 - moving from a net loss of bio-diversity to achieving net gains for nature
 - replacing poor design with better design
 - improving the conditions in which people live, work, travel and take leisure and
 - widening the choice of high quality homes
- 4.3 In particular, paragraph 54 states that in rural areas local planning authorities should be responsive to local circumstances and plan housing development to reflect local needs. Furthermore, paragraph 55 goes on to states that "to promote sustainable development in rural areas, housing should be located where it will enhance or maintain the vitality of rural communities. For example where there are groups of smaller settlements, development in one village may support services in a village nearby."

Local Planning Policy

- 4.4 The Island Plan Core Strategy was formally adopted by the Isle of Wight Council in March 2012. The following policies are considered to be relevant to the proposal;
- 4.5 SP1: Spatial Strategy - Defines the appropriate locations for new development to take place on the Island. Defines three Key Regeneration Areas (Newport, Ryde and the Bay), two Smaller Regeneration Areas (Freshwater and Ventnor) and eleven Rural Service Centres (Arreton, Bembridge, Brading, Brighstone, Godshell, Niton, Rookley, St Helens, Wootton, Wroxall and Yarmouth). Areas outside of, or not immediately adjacent to, the identified regeneration areas and service centres are considered to be the Wider Rural Area where unless local need is identified, new development will not be supported.
- 4.6 SP1 sets out that in all cases the priority will be for the redevelopment of previously developed land, where such land is available, suitable and viable for the development proposed.

- 4.7 SP2: Housing - Sets the planned number of houses to be completed on the Island between 2011 and 2027 and defines the split between Key Regeneration Areas, Smaller Regeneration Areas, Rural Service Centres and the Wider Rural Area.
- 4.8 DM1: Sustainable Build Criteria for New Development - States that development on the Island should demonstrate how they will where possible exceed the minimum required level of the Code for Sustainable Homes.
- 4.9 DM2: Design Quality for New Development - Advises that the Council will support proposals for high quality and inclusive design to protect, conserve and enhance our existing environment whilst allowing change to take place, in addition proposals will be expected to compliment the character of the surrounding area and be appropriately landscaped.
- 4.10 DM3: Balanced Mix of Housing - The Council will support development proposals that provide an appropriate mix of housing types and size, in all new development, in order to create inclusive and sustainable communities.
- 4.11 Policy DM11: Historic and Built Environment: states that the Council will support proposals that positively conserve and enhance the special character of the Island's historic and built environment.

5. Consultee and Third Party Comments

The application has been revised during the course of its determination. The following comments were received in relation to the original submission:

Internal Consultees

- 5.1 Archaeology Officer - Requested that a Heritage Statement be submitted due to the age and nature of the buildings. Following its receipt has confirmed that the proposal meets with the requirements of the former PPS5.
- 5.2 Tree Officer - Comments that *"the only trees that will be impacted on by this development are T1, 2 and 3 which are only worthy of a "C" grade and should not be thought of as a material consideration in the application. That said their loss will have an impact on the character of the area. To overcome this, their loss should be mitigated by through a landscaping plan that reflects the rural character of the area."*
- 5.3 Highway Engineer – Has confirmed visibility requirements of 2.4m x 70m. There is potential for the NE splay to be partially obstructed by vehicle parking to the front of Plots 1 & 2 in addition to the SW splay length being slightly short of the required 70m. Given the history of the use of the site, has not objected. Pedestrian access from plots 1 and 2 would be directly onto the highway, the Highway Engineer recommends offsite improvements through the provision of a footway to the site frontage to improve pedestrian safety, prevent obstruction of the highway and improve visibility.
- 5.4 The Environmental Health officer has considered the proximity of the agricultural activities of the farm in relation to the proposed dwellings and raises no objection and is satisfied that the future occupiers of the proposed dwellings would not suffer adverse impacts from the proposal.

External Consultees

- 5.5 Environment Agency - Has no objection to the application.

Parish/Town Council Comments

- 5.6 Newchurch Parish Council – Agree in principle that the site be available for housing. Object to the proposal on grounds of highway safety arising from concern of poor visibility of oncoming traffic at the proposed access. Support the application if the concerns regarding the access are addressed during the planning process.

Third Party Representations

- 5.7 None received

Following the consultation on the revised scheme no further consultation comments have been received.

6. Evaluation

The principle of development

- 6.1 The application was submitted prior to the publication of the National Planning Policy Framework and the adoption of the Island Plan Core Strategy. The site is currently occupied by a number of disused farm buildings/barn in the heart of Newchurch. The site is part of a working farm but the applicants have confirmed in the submitted details that these buildings are no longer required for the farming enterprise. The buildings themselves are in poor condition and not of any architectural merit. As such they are not considered to be worthy of retention and restoration.
- 6.2 The site is located in the village of Newchurch which is within the Wider Rural Area. The NPPF supports the development of new housing in the context of sustainable development and states that in rural areas, housing should be located where it will enhance or maintain the vitality of rural communities. For example, where there are groups of smaller settlements, development in one village may support services in a village nearby.
- 6.3 It is recognised that Newchurch is an established small settlement with a number of community facilities, such as a Public House, school, post office and a small convenience store. It also lies within close proximity to other small villages such as Winford and has public transport links (including buses, cycle routes and public footpaths) to the nearby Key Regeneration town of Sandown. As such, officers are satisfied that it would be one of the more sustainable locations within the rural area and would not conflict with the aims of national planning policy in this instance.
- 6.4 Areas within the Wider Rural Area as identified within SP1 need to demonstrate a local need for proposed development. The application is supported by a housing needs assessment which sets out that this is a small scale development that would meet with local housing needs for open market housing and would integrate with the village settlement. Additionally, Policy SP2 (Housing) identifies a need for 980 new houses within the Rural Service Centres and the Wider Rural Area. Under the current policy framework, the local authority will be seeking a mix of house types that reflect needs.
- 6.5 Overall, having regard to the housing need evidence available, and taking account of the date of submission of the application and guidance within the NPPF, officers are satisfied that the principle of residential development in this location is acceptable and accords with policy DM3 in respect of creating inclusive and sustainable communities and contributing to housing need for the local area.

Design, layout, density, amenity space and Impact on the Character of the Area

- 6.6 Each of the properties has been individually designed with its own detailing and characteristics. This would provide a continuation of the varied streetscene that is typical of Newchurch which has little consistency in terms of property types and designs. This would contribute towards the aims of Policy DM3 for a balanced mix of housing.
- 6.7 The layout follows the existing line of residential development in the streetscene with two detached dwellings of deep narrow proportions situated adjacent to the farmhouse on the northern side of the access and then two larger detached dwellings on irregular shaped plots with wider frontages to the south of the access. Parking spaces are proposed to be provided off the access to the rear of the properties with two nose in parking spaces per property. Access to the farm and farmhouse would be via a set of timber gates at the end of the access with parking being provided to the rear of the existing dwelling off the farmyard.
- 6.8 During the course of the application, revised plans were received for a reduction in the footprint and scale of unit 4 as it was considered excessive in size in relation to its plot and surroundings and too tight to the rear site boundary. The revised plans show a reduced property that would have more space about it and lower in height, following the changing land levels which slope down slightly from north to south at this point.
- 6.9 The proposed dwellings would follow the spatial pattern of development in the area and would have a spacious and comfortable appearance in the streetscene. The overall level of amenity space proposed is considered to be acceptable and representative of other similar sized properties in the locality. Whilst plots 3 and 4 would have side gardens serving as their main private amenity space, due to the height of the land above the road and the dense existing and proposed hedgerow/tree screening along the front boundary, officers are satisfied that the layouts proposed would be acceptable with regards to the need of potential future occupants.
- 6.10 Policy DM1 of the Core Strategy sets out the sustainable build criteria for New Development and requires development to demonstrate how they will, where possible exceed the minimum required level of the Code for Sustainable Homes. In this instance, the submitted Design and Access Statement confirms that the proposed development will be designed and constructed, as a minimum, to sustainable code level 3.
- 6.11 With regard to the farm activities, these relate to livestock and during the course of the application officers consulted with the Environmental Health Department with respect to any potential conflict between the existing agricultural and proposed residential uses. The response received from the Environmental Health Officer confirms that the future occupiers of the proposed dwellings would not suffer adverse impacts to a significantly greater degree than the existing villagers are already experiencing without complaint and as such officers are satisfied that there would not be any significant conflict between the proposed and existing use of the site.
- 6.12 Overall, officers are satisfied that the proposal responds positively to the context of the area and will integrate with the surroundings in accordance with policy DM2.

Impact on Neighbours

- 6.13 The location of the application site is such that the only potentially affected residential property would be the farmhouse to the north. All other surrounding residential properties are on the opposite side of the road and at a lower level, resulting in good

separation distances and no direct relationship.

- 6.14 With regard to the farmhouse, the unit proposed on plot 1 directly adjacent to it would not be as deep as this property and would have only two windows at first floor on the facing side elevation serving non-principal rooms (bathrooms). As such, these windows could be conditioned to be fixed shut and obscure glazed to ensure no loss of privacy. The overall position, scale and footprint of the building proposed on plot 1 is such that there would not be any adverse impact on the farmhouse by reason of over dominance or loss of daylight/sunlight.
- 6.15 Overall therefore, officers are satisfied that the proposal would not have an adverse impact on the amenities of neighbouring property occupants in accordance with Policy DM2.

Archaeology and heritage issues

- 6.16 There is a listed building opposite the application site. The proposed development consists of four two storey dwellings of traditional design. Given the scale and mass of the proposed development and the separation distance, officers are satisfied that the proposal would not have an adverse impact on the character and setting of the listed building.
- 6.17 The HER record identifies a single storey barn in a position abutting the main road shown on the submitted drawings as 'The Dairy'. The majority of the original building no longer exists and most of the existing structure was built mid 20th Century. The Archaeology Officer is satisfied with the submitted evidence and officers consider that the proposal complies with policy DM11 of the Island Plan Core Strategy.

Impact on Trees

- 6.18 The Tree Officer has provided comments that the only trees in the area of the farm that could be impacted upon by the development are a group of Sycamores situated on the Western boundary. The Tree Report accompanying the application has identified that trees 1, 2 and 3 are of a poor quality and only worthy of a "C" grade. Trees 4, 5 and 6 have been identified as being worthy of a "B" grade. Collectively the trees add to the rural character of the area.
- 6.19 The Tree Officer has confirmed that only trees 1, 2 and 3 would be impacted upon by the development and their loss would be acceptable due to their C grade status. However, as they have a collective value in terms of their contribution to the character of the area, it is considered that mitigation planting should be required through a landscaping scheme to ensure that the character of the area is preserved.

Highway Considerations

- 6.20 At present there are two existing accesses into the site. The application proposes to stop up the northernmost access and retain the existing southern/central access in a slightly widened form. This access would subsequently serve the existing farm and farmhouse, as well as the parking areas for the four new dwellings proposed.
- 6.21 The Highway Engineer has confirmed that visibility splays of 2.4m x 70m are required for an access serving a development such as this, accessing off a non-residential classified road within Newchurch's urban 30mph speed limit. In this instance the North East splay could potentially be partially obstructed by vehicles parking to the front of Plots 1 and 2 as presently occurs. The South West splay length is slightly short of the required 70m, but not to a dangerous level.

- 6.22 In view of the widening proposed and the historic use of the access, officers are satisfied that the development would not give rise to an adverse impact on highway safety.
- 6.23 Two parking spaces are proposed for each of the four new dwellings, as well as two for the existing farmhouse. The spaces serving the new dwellings would be in tandem format. The 6m wide access road would facilitate easy access into the spaces and it is not unusual for a dwelling to be served by a driveway that would result in tandem parking of vehicles for the occupants to organise their comings and goings from. As such, officers do not consider this to be problematic in this instance. Overall officers are satisfied that the parking and access arrangements are acceptable in accordance with policy.

7. Conclusion

- 7.1 Having had regard to the above material considerations and the relevant national and local planning policies officers consider that the proposals comply with the requirements of the Development Plan and as such recommend condition approval.

8. Recommendation

- 8.1 Conditional Approval.

9. Reasons for approval

- 9.1 In reaching the decision to grant planning permission account has been taken of the National Planning Policy Framework and the Island Plan Core Strategy.

- 9.2 The principle reasons for granting planning permission are:

The proposed use of the site for four residential units would be in keeping with the area which is characterised by a ribbon pattern of residential development along the High Street and into which the development would fit comfortably. The development appears appropriate in terms of size, scale and character within the street scene and there would be no unacceptable adverse impact upon neighbouring property occupiers or on trees. The Highways Officer is satisfied that the application would not have an adverse impact on highway safety and is compliant in terms of parking provision.

- 9.3 As a result, the proposed development would accord with the principles of Core Strategy Policies SP1 (Spatial Strategy), SP2 (Housing), SP5 (Environment), DM1 (Sustainable Build Criteria for New Development), DM2 (Design Quality for New Development), DM3 (Balanced Mix of Housing), DM11 (Historic and Built Environment) and DM12 (Landscape, Seascape, Biodiversity and Geodiversity).
- 9.4 For the above reasons and having had regard to all relevant material considerations, it is concluded that the proposal would fully conform with the provisions of the Development Plan.

Conditions/Reasons:

- 1 The development hereby permitted shall be begun before the expiration of 3 years from date of this permission.

Reason: To comply with Section 91 of the Town and Country Planning Act 1990.

- 2 The development hereby permitted shall not be carried out except in complete accordance with the details shown on the submitted plans, numbered 15/2011, 15/2011-A, 15/2011.2 and 15/2011.4.

Reason: For the avoidance of doubt and to ensure the satisfactory implementation of the development in accordance with the aims of policy D1 (Standards of Design) of the Isle of Wight Unitary Development Plan.

- 3 No development shall take place until details of the materials and finishes, including mortar colour to be used in the construction of the external surfaces of the development hereby permitted have been submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details.

Reason: In the interests of the amenities of the area and to comply with policy D1 (Standards of Design) of the Isle of Wight Unitary Development Plan.

- 4 No development shall take place until details have been submitted to and approved in writing by the Local Planning Authority of the positions, design, materials and type of boundary treatment to be erected. The boundary treatment shall be completed before the buildings hereby permitted are occupied. Development shall be carried out in accordance with the approved details.

Reason: In the interests of maintaining the amenity value of the area and to comply with policy D1 (Standards of Design) of the Isle of Wight Unitary Development Plan.

- 5 No development shall take place until full details of both hard and soft landscape works have been submitted to and approved in writing by the Local Planning Authority and these works shall be carried out as approved. These details shall include proposed finished levels or contours; means of enclosure; car parking layouts; other vehicle and pedestrian access and circulation areas; hard surfacing materials; proposed and existing functional services above and below ground (eg. drainage). The soft landscaping details shall include a schedule of plants, noting species, plant sizes and proposed numbers/densities.

Reason: To ensure the appearance of the development is satisfactory and to comply with policy D1 (Standards of Design) of the Isle of Wight Unitary Development Plan.

- 6 All planting, seeding or turfing comprised in the approved details of soft landscaping shall be carried out in the first planting and seeding seasons following the occupation of the buildings or the completion of the development, whichever is the sooner, and any trees or plants which within a period of 5 years from the completion of the development die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of similar size and species, unless the Local Planning Authority gives written consent to any variation.

Reason: To ensure the appearance of the development is satisfactory and to comply with policy D1 (Standards of Design) of the Isle of Wight Unitary Development Plan.

- 7 The first floor windows to the side elevation of the unit on plot 1, serving the bathroom and en-suite, shall be non opening to a height of 1.7m and fitted with obscure glass with a glass panel which has been rendered obscure as part of its manufacturing process to Pilkington glass classification 5 (or equivalent of glass

supplied by alternative manufacturer) and shall be retained to this specification as obscure glazed thereafter.

Reason: In order to protect the amenities of occupants of the neighbouring property and to comply with policy D1 (Standards of Design) of the Unitary Development Plan.

- 8 Development shall not begin until details of the design, surfacing and construction of the new footway, together with details of the means of disposal of surface water drainage there from have been submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details. No dwelling hereby approved shall be occupied until the footway has been constructed in accordance with the approved details.

Reason: To ensure an adequate standard of highway access and drainage for the proposed dwellings and to comply with policy TR7 (Highway Considerations) of the Isle of Wight Unitary Development Plan.

- 9 The development shall not be occupied until sight lines have been provided in accordance with the visibility splays shown on the approved plan. Nothing that may cause an obstruction to visibility shall at any time be placed or be permitted to remain within that visibility splay.

Reason: In the interests of highway safety and to comply with policy TR7 (Highway Considerations) of the Isle of Wight Unitary Development Plan.

- 10 No dwelling hereby permitted shall be occupied until space has been laid out within the site and drained and surfaced in accordance with details that have been submitted to and approved by the Local Planning Authority in writing for 9 vehicles to be parked and for vehicles to be loaded and unloaded and for vehicles to turn so that they may enter and leave the site in forward gear. The space shall not thereafter be used for any purpose other than that approved in accordance with this condition.

Reason: In the interests of highway safety and to comply with policy TR7 (Highway Considerations) of the Isle of Wight Unitary Development Plan.

- 11 No development shall take place until an Arboreal Method Statement has been submitted to and agreed in writing by the local planning authority detailing how the potential impact to the trees will be minimized during construction works and showing the positions of protective tree fencing as required by condition 12. The agreed method statement will then be adhered to through out the development of the site.

Reason: To ensure that the high amenity tree to be retained is adequately protected from damage to health and stability throughout the construction period in the interests of the amenity in compliance with Policy C12 (Development Affecting Trees and Woodland) of the Isle of Wight Unitary Development Plan.

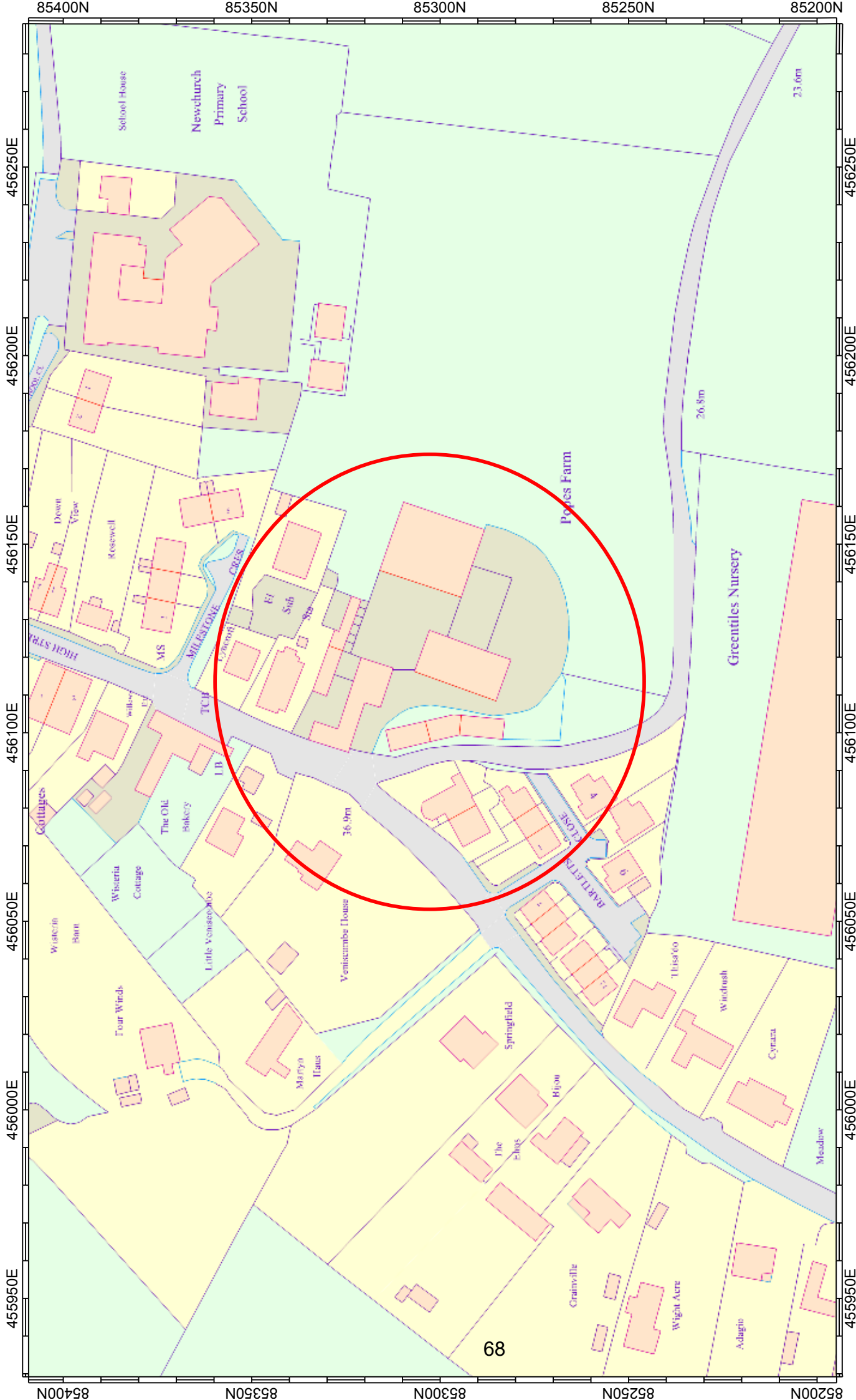
- 12 No development including site clearance shall commence on the site until trees shown to be retained in this permission have been protected by fencing or other agreed barrier, Any fencing shall conform to the following specification:

Barrier shall consist of a scaffold framework as shown in figure 2 of BS 5837 (2005). Comprising of vertical and horizontal framework braced to resist impact, with vertical tubes spaced at a maximum of 3 m intervals. Onto this weld mesh panels are to be securely fixed. Such fencing or barrier shall be maintained

throughout the course of the works on the site, during which period the following restrictions shall apply:

- (a) No placement or storage of material;
- (b) No placement or storage of fuels or chemicals.
- (c) No placement or storage of excavated soil.
- (d) No lighting of bonfires.
- (e) No physical damage to bark or branches.
- (f) No changes to natural ground drainage in the area.
- (g) No changes in ground levels.
- (h) No digging of trenches for services, drains or sewers.
- (i) Any trenches required in close proximity shall be hand dug ensuring all major roots are left undamaged.

Reason: To ensure that the high amenity tree to be retained is adequately protected from damage to health and stability throughout the construction period in the interests of the amenity in compliance with Policy C12 (Development Affecting Trees and Woodland) of the Isle of Wight Unitary Development Plan.



Scale 1:1250



P/01269/11 - TCP/22950/A
Popes Farm, High Street, Newchurch, PO36 0NF

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Ordnance Survey 100019229

06 **Reference Number: P/00146/12 - TCP/30888**
Parish/Name: Shorwell - Ward/Name: Central Wight
Registration Date: 31/01/2012 - Full Planning Permission
Officer: Russell Chick Tel: (01983) 823552
Applicant: Isle of Wight Council

**Alterations and conversion of existing building to form two dwellings;
parking
Shorwell Youth Club, Fine Lane, Shorwell, Newport, Isle of Wight**

The application is recommended for Conditional Permission

REASON FOR COMMITTEE CONSIDERATION

The application site is owned by the Isle of Wight Council. In line with the requirements of the Council's Constitution, this application must be considered by the Planning Committee.

MAIN CONSIDERATIONS

- Whether the proposed development complies with the principle of planning policy
- Whether the design and appearance of the development would be acceptable in relation to the character of development in the surrounding area and AONB
- Impact on the amenities of neighbouring property occupiers
- The proposed layout of the site
- Highway implications

1. Details of Application

- 1.1 Full planning consent is sought to convert a former youth club, now used as Council Offices, to a pair of semi-detached cottages. At ground floor level the building would be split so that house 1 (western most) would include two bedrooms, a full height kitchen, a bathroom and a lounge. The first floor within house 1 would include a further bedroom. House 2 (eastern most) would include one bedroom, a full height kitchen, lounge and bathroom at ground floor level and a single bedroom on the first floor.
- 1.2 The submitted plans show that the existing building would not be extended. However, the rear elevation would be altered to provide two sets of ground floor French windows leading to areas of decking, while a dormer window would be added either side of an existing gabled projection within the rear roof plane. The remaining elevations would not be altered, save for replacement windows.
- 1.3 The proposed layout plans show that the application site would be divided into two with each of the proposed houses allocated garden and parking areas. House 1 would include a garden area that would measure 20.4m in length from the main elevation of the building and 12m in width, tapering to a width of 10.6m. Two parking spaces would be provided to the side of the garden. House 2 would include a garden area that would measure 21m in length from the main elevation of the building and 8.6m in width, widening to a width of 9.4m. Two parking spaces would be provided for house 2, at the base of the proposed garden area. Both properties would benefit from a shared turning area to the rear of the site that would be accessed via an existing gateway onto Fine Lane. Existing outbuildings would be retained for use by either house.

2. Location and Site Characteristics

- 2.1 The application site is located within Fine Lane and the centre of Shorwell. Fine lane has a rural character, being a narrow lane with cottages and bungalows either side that are set within spacious well landscaped plots. The pattern of development is typically made up of wide rectangular shaped plots that follow the alignment of the highways. Properties are generally set back from the public highway and this characteristic combines with the gaps between properties to provide a spacious street scene.
- 2.2 The site is occupied by a historic building that appears to have been constructed as one of the typical schools built in the late Victorian era. Therefore, the building is likely to date from the late 1800s and is constructed of Isle of Wight stone rubble with a clay tiled gabled roof with kneelers on the gables. The elevations are simple, with a base stone plinth and attractive three tier windows that comprise stone mullions and timber insets on the front and side elevations. To the rear, the building has lean-to elements and a single large projecting gable that overlooks a hard surfaced car park/ playground beyond.
- 2.3 The site is accessed via a wide gateway on the western boundary and the car park/ playground is enclosed by a mix of low stone walls, timber fencing and mesh.
- 2.4 Either side of the site are existing properties. To the east is a terrace of three modern cottages. The western most of these cottages includes secondary glazing at ground and first floor level that overlook the site. These properties are set back a greater distance from the highway than the application building. To the west of the site is a detached bungalow known as Brackendale.

3. Relevant History

- 3.1 None relevant to this determination.

4. Development Plan Policy

National Planning Policy

National Planning Policy Framework (NPPF)

- 4.1 The NPPF states that sustainable development is a core issue for the planning system and sets out three roles (economic, social and environmental) that should be performed by the planning system. The Framework states that pursuing sustainable development involves seeking positive improvements in the quality of the built, natural and historic environment, as well as in people's quality of life, including (but not limited to):
- replacing poor design with better design
 - improving the conditions in which people live, work, travel and take leisure; and
 - widening the choice of high quality homes

Local Planning Policy

Island Plan Core Strategy

- 4.2 The Core Strategy identifies the application site as being outside of a defined settlement boundary. The application building is not listed nor is it located within a conservation area.

4.3 The Island Plan Core Strategy was adopted in March 2012. The following policies are relevant to this application:

- SP1 – Spatial Strategy: defines the appropriate locations for new development to take place on the Island. Defines three Key Regeneration Areas (Newport, Ryde and the Bay), two Smaller Regeneration Areas (Freshwater and Ventnor) and eleven Rural Service Centres (Arreton, Bembridge, Brading, Brighstone, Godshell, Niton, Rookley, St Helens, Wootton, Wroxall and Yarmouth).
- SP2 – Housing: sets the planned number of houses to be completed on the Island between 2011 and 2027 and defines the split between Key Regeneration Areas, Smaller Regeneration Areas, Rural Service Centres and the Wider Rural Area.
- SP7 – Travel: states that development should not negatively impact on the Island's strategic road network or on the capacity of lower level roads to support the proposed development. If negative impacts are identified, appropriate mitigation will be expected.
- DM1 – Sustainable Build Criteria for New Development: states that development on the Island should include measures to reduce carbon dioxide emissions from energy use.
- DM2 – Design Quality for New Development: states that the Council will support proposals for high quality and inclusive design to protect, conserve and enhance the existing environment while allowing change to take place. The policy states that relevant information relating to the sites size, location and context will be required in order for the Council to determine planning applications quickly and properly. States that proposals will be expected to provide an attractive, functional and adaptable built environment, optimise the potential of the site taking into account constraints, be appropriately landscaped, compliment the surrounding area and minimise the consumption of natural resources.
- DM7 – Social and Community Infrastructure: States that the Council will support proposals that improve cultural, educational, leisure and community facilities. Reasons that development proposals will be expected to consider the requirements of all people in the community and create opportunities to provide multi use facilities for greater community benefit.
- DM10 – Rural Service Centres and the Wider Rural Area: states that the Council will support proposals that contribute to the vitality and viability of rural service centres and the wider rural area.
- DM11 – Historic and Built Environment: states that the Council will support proposals that positively conserve and enhance the special character of the Islands historic environment.

5. Consultee and Third Party Comments

External Consultees

The AONB Partnership

- 5.1 Noted that the building has become redundant for public use and note that there are

other existing community buildings available within the village. State that a residential re-use within a residential area is an appropriate re-development.

Commented that the proposal would retain most of the existing doors and windows in traditional materials but that some minor changes are proposed to the rear of the building. Concluded that these would be out of site of public views and that predominantly, the exterior of the building would remain the same.

Concluded that the re-development of the building would not have any detrimental impacts on the character of the village but requested that any external lighting is of a fully shielded design to prevent unnecessary light pollution in this area of 'dark skies'.

Internal Consultees

The Council's Highway Officer states the following:

5.2 Access

For the sites previous/current usage visibility splays of 2.4 x 43m would be the requirement; whereas for the proposed usage the 'x' distance could be reduced to 2.0m. Looking to the east a splay length of 32m is available, but from an 'x' distance of 1.8m - rather than 2m - the 43m requirement is met. These distances have been measured to the nearside kerb as there is little likelihood of vehicles overtaking here. To the west visibility is much more restricted, primarily by vegetation along the front boundary of the adjacent dwelling 'Brackendale'. A visibility splay of only 2m x 9m is currently available - though if Brackendale's vegetation were to be cut back to where it ought to be, flush with or within its front boundary - then that splay length would improve to circa 20m. The council do have powers under the Highways Act to serve notice to get this offending vegetation removed.

These visibility splay issues are though to some extent academic, as - applying TRICS data the proposed development is predicted to generate 20 vehicle trips per day, whereas the previous/current usage could have been potentially vastly greater than that.

Parking / Turning

An existing car parking capacity of 16 spaces is claimed, though in reality circa 35 vehicles could be accommodated; parking spaces are not formally marked out. One x 2bed and two x 3bed houses are proposed. The layout of the site - with the overgenerous sized parking spaces proposed could lead to 3 layby spaces being used for house 1, with house 2 taking over the turning area for their parking, as well as their lengthy (8m) bays, thus it has been conditioned for the turning area to be retained unobstructed.

Accessibility

The application site is close to Southern Vectis bus route 12.

Conclusion

Based on the above comments regarding the sites access, parking/turning, and accessibility approval is recommended subject to conditions relating to turning and visibility splays.

Parish/Town Council Comments

- 5.3 Shorwell Parish Council has stated that the retention of the historic structure is welcomed and that the proposed development would have little impact on neighbours.

The Parish Council confirmed no objection to the conversion of the building into two units with gardens and parking.

Third Party Representations

- 5.4 No third party comments received

6. Evaluation

Whether the proposed development complies with the principle of planning policy

- 6.1 The proposed development raises two principle issues; firstly, whether the applicants have justified the loss of the community use and secondly, whether the proposed residential use would be acceptable given the location of the site. These two issues will be discussed in detail, below.

The loss of the community use

- 6.2 Policy DM7 of the Island Plan Core Strategy supports the provision of social and community facilities and states that the Council will only permit the loss of existing social and infrastructure facilities when it can be demonstrated the facility is no longer required for its original purpose or viable for any other purpose.
- 6.3 The application site has historically been used as a school and latterly a community club. More recently however, the building has been used as office accommodation. The submitted Design & Access Statement indicates that the building is soon to become vacant and it has been deemed that there are no alternative IOWC operational uses for the building. As such, the proposal is to dispose of the building and freehold in accordance with the Council's key priorities.
- 6.4 While the proposal would result in the loss of a current community building, Officers note that a large community hall exists within nearby Russell Road, which is located within walking distance of the application site and performs the necessary meeting place for the local community. Given that there is an alternative specific venue for community use within the area, it is considered that the proposed loss of the community use is acceptable.

The proposed residential use

- 6.5 The NPPF supports the development of new housing in the context of sustainable development and states that in rural areas, housing should be located where it will enhance or maintain the vitality of rural communities. For example, where there are groups of smaller settlements, development in one village may support services in a village nearby.
- 6.6 The Core Strategy states that new development should take place within defined settlement boundaries. The Core Strategy sets three Key Regeneration Areas (The Medina Valley, Ryde and the Bay), two Smaller Regeneration Areas (Freshwater and Ventnor) and a further eleven Rural Service Centres within which new development will be expected to be directed. Areas outside of the identified regeneration areas and service centres are considered to be the Wider Rural Area where unless local need is identified, new development will not be supported. Policy SP2 (Housing) identifies a need for 980 new houses within the Rural Service Centres and the Wider Rural Area. This is a small scale development that would meet with local housing needs for open market housing and would integrate with the village settlement. Overall, having regard to the housing need evidence available, and taking account of the date of submission

of the application and guidance within the NPPF, officers are satisfied that the principle of residential development in this location is acceptable and accords with policy DM3 in respect of creating inclusive and sustainable communities and contributing to housing need for the local area.

- 6.7 Officers note that the application site is located outside of the defined regeneration areas and Rural Service Centres. Nevertheless, the proposed development would relate to previously developed land within a historically developed location that is characterised by residential development. Furthermore, the proposed development would secure the re-use and renovation of a historic building that contributes to the character and setting of the street scene and the historical context of Shorwell. The proposed residential use would not change the character of the area and would reflect the predominant use of the buildings in Fine Lane and nearby roads. Effectively, while located within a rural area, the application site is considered to represent an infill plot or 'windfall site.' Paragraph 48 of NPPF states that local planning authorities should make an allowance for windfall sites and given that the proposal is for two residential units within a residential locality, it is considered that the proposed residential development would be acceptable.

Whether the design and appearance of the development would be acceptable in relation to the character of development in the surrounding area and AONB

- 6.8 Policy DM2 (Design Quality for New Development) states that the Council will support proposals for high quality and inclusive design to protect, conserve and enhance the Islands existing environment while allowing change to take place. The policy states that development proposals will be expected to provide an attractive built environment, be appropriately landscaped, compliment the character of the surrounding area, particularly in conservation areas.
- 6.9 The submitted plans show that the front and side elevations of the building would remain as existing, with no additional openings or extensions proposed. These elevations are readily visible from Fine Lane and therefore, the proposal would not alter the appearance or quality of the site when viewed from public vantage points.
- 6.10 The only alterations to the building would involve the provision of two sets of French windows and two dormer windows within the rear of the building and areas of decking within the rear gardens. Officers are of the view that the proposed French windows would not interrupt or harm the existing well arranged fenestration within the building. Furthermore, the proposed dormer windows would have a traditional appearance, reflecting the character of the building while appearing a subservient size and scale. As a result, Officers are satisfied that the proposed alterations to the rear of the building would be minor and have no damaging effect on its character.
- 6.11 The proposed decked areas would lead from the proposed French windows, measuring 2.4m in depth and 6.2m in width. Officers are satisfied that the areas of decking would be minor alterations that would only be visible from within the site and therefore would not harm the character of the building.

Impact on the amenities of neighbouring property occupiers

- 6.12 The NPPF states that it is a core issue to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings when making planning decisions. In this case, it is important to assess the impact on the two properties either side of the application site, known as Pond Cottage (to the south) and Bryn Mawr (to the north).

- 6.13 The Officer site inspection showed that the property to the east (number 16 Fine Lane) includes secondary windows at ground and first and roof level within the side elevation that faces on to the application site. However, the submitted plans show that the existing building would not be extended and that no additional windows would be added. Furthermore, the existing high side elevation window within the building would serve a ground floor kitchen and no first floor level accommodation, preventing overlooking and loss of privacy.
- 6.14 The bungalow to the west, Brackendale, lacks side elevation windows and is screened from the site by boundary treatments. Again, the existing high side elevation window within the building that faces Brackendale would serve a ground floor kitchen and no first floor level accommodation. Due to the lack of extensions or alterations, it is considered that the proposals would not harm the living standards or properties to the east and west of the site.
- 6.15 The proposed areas of decking would be set between 0.3m and 0.7m above ground level. Officers are satisfied that a loss of privacy would not arise due to boundary treatments and the separation distances between the proposed decking and neighbouring properties.

The proposed layout of the site

- 6.16 The Council's Ordnance Survey plans show that the surrounding area is laid out in a spacious but fairly rigid format, with wide rectangular shaped plots running north-south from Fine Lane. This is typical of older villages on the Island, where plots were historically laid out in strips running perpendicular to lanes. Properties are set back from the highway with deep front and rear gardens. The submitted plans show that the application site forms a typical rectangular plot and that generous space is provided between the application building and neighbouring properties. The proposed site plans show that the plot would be split in a manner that would reflect the layout of the area and that proposed rear gardens would be commensurate to the proposed level of accommodation. As a result, Officers consider that the proposed site layout would accord with the pattern of development within the area.

Highway implications and whether appropriate mitigating measures can be provided to offset impacts of traffic generation

- 6.17 In terms of highway implications, there are two considerations relevant to this case that must be evaluated: parking provision within the site and highway safety matters.

Parking provision

- 6.18 While the application site is located outside of a defined settlement boundary, it is within a reasonably accessible location and close to a bus stop. The submitted plans show that a total of five bedrooms would be provided at the site with four parking spaces to be provided, two allocated to either unit. Officers are satisfied that the proposed level of parking would be suitable and commensurate to the level of accommodation.

Highway safety

- 6.19 The application site is served by an existing access that is located alongside the western boundary and accessed from Fine Lane. Existing visibility splays from the access measure 1.8m x 43m when looking east and 2m x 9m when looking west. Given the speed limit for Fine Lane (30mph) splays of 2m x 43m should be provided in either direction.

- 6.20 Therefore, the visibility requirement for the splay to the east could be met but the splay to the west would be lower than required, at 2m x 9m. However, it is apparent that the current use of the building would be more intensive than that proposed. Officers predict that the proposed dwellings could generate up to 20 vehicle trips per day whereas the current use would generate far more. The proposed use would represent a reduction in trips from the site and therefore, it is considered that the current visibility splays would be suitable to serve the proposed development.

7. Conclusion and Justification for Recommendation

- 7.1 Having given due weight and consideration to all comments received in relation to this application and for the reasons given above the proposal is considered to be in accordance with the requirements of the policies listed within this justification and as a result, is recommended that Members resolve to grant permission subject to the advised conditions listed below.

8. Recommendation

- 8.1 Conditional permission.

9. Reason for Approval

- 9.1 In reaching the decision to grant planning permission account has been taken of national planning policy guidance (NPPF) and the policies contained within the Island Plan Core Strategy.

The principle reasons for granting planning permission are:

- 9.2 While outside of a defined settlement, the proposed use of the site for two residential units would reflect the residential character of the area while securing the re-use and renovation of a historic building that contributes the character of the area. The proposal therefore meets the general objectives of the NPPF and policies SP1 (Spatial Strategy) and SP2 (Housing) of the Island Plan Core Strategy.
- 9.3 It is considered that the proposed alterations to the building would not compromise its character or that of the surrounding area and that the proposed site layout would accord with the pattern of development in the locality. Furthermore, Officers are of the opinion that sufficient amenity space would be provided and that the level of parking provided would be commensurate to the level of accommodation.
- 9.4 There would be no unacceptable adverse impact upon neighbouring property occupiers owing to the siting of the building and its relationship to the character of the area. As a result, the proposed development would accord with the principles of policies DM2 (Design Quality for New Development), DM11 (Historic and Built Environment) and DM12 (Landscape, Seascape, Biodiversity and Geodiversity) of the Island Plan Core Strategy and the NPPF.
- 9.5 Having regard to the above and having taken into account all relevant material considerations, it is concluded that the proposal is in full conformity with the provisions of the development plan.

Conditions/Reasons:

- 1 The development hereby permitted shall be begun before the expiration of 3 years from date of this permission.

Reason: To comply with Section 91 of the Town and Country Planning Act 1990.

- 2 The development hereby permitted shall not be carried out except in complete accordance with the details shown on the submitted plans, numbered below:

83-05
83-06
83-07
83-08
83-09

Reason: For the avoidance of doubt and to ensure the satisfactory implementation of the development in accordance with the aims of policies SP5 (Environment), DM2 (Design Quality for New Development) and DM12 (Landscape, Seascape, Biodiversity and Geodiversity) of the Island Plan Core Strategy.

- 3 No development shall commence until detailed plans at a scale of 1:20 of glazing bars, mullions, window and door surrounds for replacement/ new doors and windows have been submitted to and agreed in writing with the Local Planning Authority. All windows and doors shall be constructed of timber. Development shall be carried out in accordance with the approved details.

Reason: In order to maintain and enhance the character and appearance of the building and surrounding area, to comply with the advice contained within the National Planning Policy Framework and to comply with the requirements of policies DM2 (Design Quality for New Development) and DM11 (Historic and Built Environment) of the Island Plan Core Strategy.

- 4 No development shall take place until samples of materials to be used for any repairs to existing elevations and for the roofing materials to be used for the approved dormer windows have been submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details.

Reason: In order to maintain and enhance the character and appearance of the building and surrounding area, to comply with the advice contained within the National Planning Policy Framework and to comply with the requirements of policies DM2 (Design Quality for New Development) and DM11 (Historic and Built Environment) of the Island Plan Core Strategy.

- 5 No development shall take place until details have been submitted to and approved in writing by the Local Planning Authority of the design, materials and type of boundary treatment to be erected. The boundary treatment shall be completed and a garden allocated to each corresponding residential unit in accordance with the approved plans before the dwellings hereby permitted are first occupied. Development shall be carried out in accordance with the approved details and retained thereafter.

Reason: To ensure that the plot is divided in an acceptable manner, in the interests of the character of the surrounding area and to comply with the advice contained within the National Planning Policy Framework and to comply with the requirements of policies DM2 (Design Quality for New Development) and DM11 (Historic and Built Environment) of the Island Plan Core Strategy.

- 6 The dwellings hereby permitted shall not be occupied until space has been laid out within the site in accordance with drawing number 83-09 for 4 cars to be parked and to turn on site. The spaces shall not thereafter be used for any purpose other than that approved in accordance with this condition.

Reason: In the interests of highway safety and to comply with the requirements of policy DM17 (Sustainable Transport) of the Island Plan Core Strategy.

- 7 Visibility splays of 1.8m x 43m (NE) and 2m x 9m (SW) about the site access shall be maintained free from obstruction at all times.

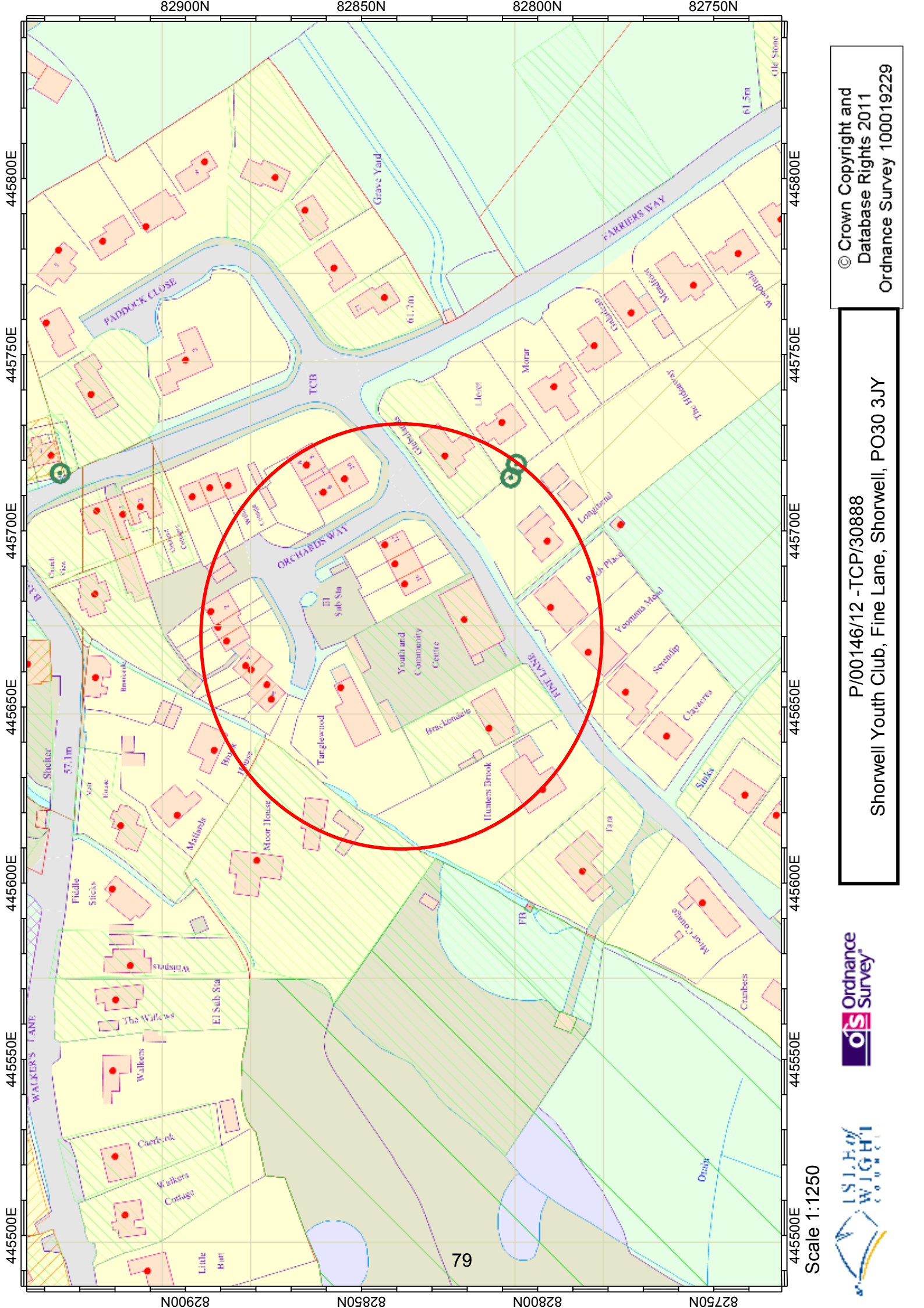
Reason: In the interests of highway safety and to comply with the requirements of policy DM17 (Sustainable Transport) of the Island Plan Core Strategy.

- 8 Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 1995 (or any Order revoking and re-enacting that Order with or without modification), no development within Classes A to E of Part 1 of Schedule 2 to that Order shall be carried out other than that expressly authorised by this permission.

Reason: To protect the amenities of adjoining neighbours, to regulate design in relation to the main building and to comply with the advice contained within the National Planning Policy Framework and to comply with the requirements of policies DM2 (Design Quality for New Development) and DM11 (Historic and Built Environment) of the Island Plan Core Strategy.

- 9 Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 1995 (or any Order revoking and re-enacting that Order, with or without modification), no windows, dormer windows or velux windows shall be inserted unless otherwise agreed in writing with the Local Planning Authority.

Reason: To protect the privacy of occupants of neighbouring properties, to regulate design in relation to the building and to comply with the advice contained within the National Planning Policy Framework and the requirements of policies DM2 (Design Quality for New Development) and DM11 (Historic and Built Environment) of the Island Plan Core Strategy.



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